

ADMINISTRATION REPORT
OF THE
NORTH-WEST FRONTIER PROVINCE
FOR
1908-09.

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ADMINISTRATION REPORT

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NORTH-WEST FRONTIER PROVINCE

FOR

1908-09.



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PART I.

GENERAL SUMMARY.

1. With the close of the preceding year marked by an expedition ^{Frontier affairs.} against the Zakha Khels, to be followed at the beginning of the year by another expedition brought on by Mohmand aggression, the border was necessarily disturbed. The effect of these expeditions was later to produce a quiet state of affairs on the Peshawar border marred only by incursions from his refuge in Afghanistan of a Zakha Khel irreconcilable with whose death the disquiet ceased. On the Kohat side a gang of outlaws from the district had established a safe refuge just across the Afghan border, from which they conducted numerous raids into both Kohat and Bannu. Further down again the state of the Mahsuds remained unsettled, and in the struggle for tribal supremacy the Mulla Powinda, in his efforts to commit the tribe to a policy of hostility to Government, directed the operations of well-armed gangs who committed serious depredations on the Derajat border.

On the other hand it is satisfactory to notice that, though doubtless overawed by superior force and the desire to avert a tribal feud, some of the tribes displayed supineness in barring the passage of these outlaw gangs, they themselves are accountable for few raids, and were, in the main, well behaved. The better armament of the villagers within the border enabled them to oppose to raiding gangs a resistance much in excess of that shown in previous years, and on many occasions the gang, so far from meeting with an easy prey, had to retire with loss.

2. The Militia Corps continued to merit the good opinions expressed ^{Frontier Militia Corps, &c.} regarding them in previous years, and the discipline of the force generally was excellent. The Khyber Rifles maintained the high record of this Corps. The Kurram Militia did excellent service in maintaining order on the disturbed Afghan-Kurram border. Although on several occasions they did well, notably in Kohat, where a party annihilated a gang of raiders, the general work of the Border Military Police has shown that the question of their reorganization cannot much longer be postponed, as the insufficient pay, attractions elsewhere, and lack of sufficient supervision have reduced this force to a low level of efficiency.

3. The harvest of the last year was an exceptionally good one: the results ^{Condition of the people.} of enumeration showed the number of cattle to have increased largely in the last five years, while the birth-rate, which had been manifesting a falling off,

resumed normal proportions. At the same time prices ruled high, and this pressed heavily on the labouring classes who own no land and upon the inhabitants of the cities. Among the upper classes of the population there is every reason to believe that while there is a growth of political ideas of the best sort, there is a complete absence of inclination to lend themselves to the tenets of seditious agitation.

Realization of the revenue.

4. Although with the introduction of new and deferred assessments the Fixed Revenue demand was enhanced by over a lakh of rupees, the percentage of realization was 99.5 as against 99 in the preceding year. At the same time there was a very satisfactory decrease in the number of compulsory processes issued, while the total demand which it was found necessary to suspend or remit amounted to less than seven thousand rupees on a total demand of eighteen lakhs. The system of fluctuating land revenue continues to work well, and is much appreciated.

Settlements and Surveys.

5. With the conclusion of the Settlements of four of the five districts and of portions of the Tochi and Kurram Agencies, settlement operations in the Province last year came to an end. It was soon apparent, however, that there was in existence in many places a feeling of dissatisfaction and complaint over what the revenue payers considered an unduly high assessment. An enquiry into the working of the completed Settlements has shown that although defensible from a purely revenue point of view, the enhancements were too high and sudden, and sufficient consideration had not been given to the insecurity of life and property inseparable from a border tract. Proposals have been submitted for certain deductions which should accord a reasonable measure of relief, and in the case of the Kurram and Tochi sanction has already been given to these proposals.

Survey parties were at work during the year in the Hazara District and in the Sherani country, but in the latter tract work was brought to an abrupt conclusion by the regrettable murder of the officer in charge by three Sherani fanatics.

Revenue and rent paying classes.

6. The working of the Punjab Land Alienation Act continues to give satisfaction to the people generally, and those provisions of the Punjab Alienation of Land Amendment Act of 1907 which had not already been introduced into the Province were adopted with slight modifications. Transactions in land increased considerably, but it is satisfactory to note that the area of land transferred to money-lenders shows a marked decrease, being little more than a quarter of that which came in the previous year into the hands of non-agriculturists.

Police.

7. Despite the increase in the rates for pay, the problem of Police recruitment continues to be a most serious one. The number of resignations and discharges showed a marked increase over the previous year. This can only be attributed to the rates, exceeding their own pay, which prevail in the local labour market, and to the fact that practically every Police recruit of the stamp desired belongs to the enlisted class, and can, if he so desires, obtain service in the Army at largely increased emoluments.

The number of murders maintained the average, but if culpable homicide and attempts at murder be added, the figures of offences against human life show an increase over the high figures of last year. Dacoity cases, which may

in the main be taken as an index for the quiet of the Province, have almost doubled, but, as already explained, the majority of these were the work of well-armed gangs from Afghanistan, with whom the Police are quite unable to cope, and whom it is impossible to restrain by tribal action.

8. The number of offences during the year was the highest on record ^{Criminal Justice.} since the formation of the Province. The main cause of this increase is undoubtedly the unsettled state of the border, where the work of outlaw gangs not only causes crime to be recorded, but helps to swell it by affording to local bad characters the encouragement that their depredations will be set down as the work of outlaws. Continued high prices also accounted for the increase in ordinary thefts. The percentage of convictions obtained to offences brought to trial was greater than in the previous years, but of the actual number of persons brought before the court the percentage of convictions was smaller. As the Police returns give the percentage of stolen property recovered as only 23 per cent., and no serious help can be expected from the people so long as their personal interest in a successful conviction remains so slight, it becomes a matter for consideration, having regard to the results of judicial trials, whether it would not be better to treat as torts some of the less important forms of crime and to place in the forefront the actual compensation of the injured party. A change has been tried in the composition of the Councils of Elders to whom cases are referred under the Frontier Crimes Regulation. Instead of a few men appointed in each individual case, periodical large sessions have been held. This has done much to do away with the corruption and personal feelings inherent in small councils, and the system promises to be a success and is generally popular.

9. An outbreak of typhus fever in the Peshawar Jail prevented the ^{Prisons.} transfer of prisoners from that to other jails, and as a consequence there was considerable overcrowding during the year. The health of the convict population was nevertheless good, and the death-rate was considerably below that of the previous year. Measures are being taken to cope with the evil of overcrowding. The discipline maintained within the jails was good. The financial working of the Jail manufactures shows an increased net balance on a smaller income than in the previous year.

10. The quantity of civil litigation has attained to alarming proportions. ^{Civil Justice.} In the Bannu District during the year suits were instituted by 16·6 per mille of the total population. This practically means that one out of every ten or twelve householders laid a civil claim, and as there are generally more than one defendant, nearly one-quarter of the householders must have been at law. This state of affairs cannot be regarded as satisfactory, and compels the conclusion that the Courts are used very largely as an instrument of annoyance and oppression. This, combined with the fact that 76 per cent. of the claims were for less than Rs. 100, raises the question whether some simpler form of procedure might not be adopted for smaller suits by a trial by some familiar agency on the spot, where the truth can be readily ascertained, in preference to the present system whereby a 'Munsif at head-quarters has to arrive at his decision from a record of evidence, very little of which is absolutely true, and much of which is entirely false.

Registration.

11. The fact that the Bannu and Mianwali money-lenders, precluded by the Land Alienation Act, are attempting to establish a footing in Kohat, where the Act is not in force, is considered to account in some degree for the increase recorded in the number of documents registered. But the main cause remains as before, the competition for land in the Mardan Sub-Division in view of the construction of the Upper Swat River Canal.

District Boards.

12. Some improvement has been shown in the amount of work actually performed by members, but in the main the spirit has continued that members regard their nomination as a purely personal distinction, entitling them to the honour of appearing periodically at head-quarters as members of the Board, but entailing no responsibilities or duties of a nature that calls for effort. As a consequence the burden of work falls on the local officer despite his efforts to secure the active assistance of the members. The financial condition of the Boards is satisfactory. Income has increased while expenditure has remained stationary.

Municipalities.

13. The number of Municipalities has been reduced by the conversion of the small town of Lakki from a Municipality to a Notified Area. The system of peripatetic audit has maintained its satisfactory results, and there has been a large increase in the balances to the credit of the various Municipalities. The members are beginning to show a capacity for work and an interest in their duties considerably in excess of that displayed by District Boards. Malarial fever was again prevalent in the autumn, and plague re-appeared in Peshawar and Dera Ismail Khan, but disappeared in the spring.

Agriculture.

14. The post of Deputy Director of Agriculture still remains unfilled. The experimental seed farm established last year in Dera Ismail Khan bids fair to prove a success, but all serious efforts in the way of scientific agricultural experiment are stopped for the want of scientific supervision. Fodder throughout the Province was generally sufficient, but the cattle suffered from a very heavy epidemic of contagious disease.

Weather and Crops.

15. The rainfall at the beginning of the year was much below the average, and this caused a contraction in the cultivated area of Dera Ismail Khan, where early sowing is done. Subsequent good rains, however, resulted in producing a bumper autumn crop. The favourable rainfall caused a very large area to be prepared for the spring harvest, but subsequent drought reduced the harvest to rather below the average. Hailstorms did considerable damage in Peshawar and Dera Ismail Khan. Wheat remained the most important crop in the Province and covered an area of just over a million acres, 36 per cent. of the total cropped area. Prices generally ruled high and showed a slight increase over those of the previous year. That this state of affairs existed despite the bumper autumn crop was due to large exports down country induced by the high prices ruling there and to the military expeditions which invariably send up local rates.

Forests.

16. The general poverty of the grass crop reacted directly on the forests. Not only did the number of forest offences increase by nearly a half, but the inducement to the villagers to fire the reservations in the hope of improving the grass resulted in no less than 23,000 acres of forest being damaged by fire. The outturn removed from the forests consisted of over 600,000 cubic feet.

of timber and 300,000 cubic feet of fuel. Nearly 50,000 deodar logs containing 1,800,000 cubic feet of timber were launched from the forests, of which 88 per cent. were received at the depôts.

The financial working of the forests shows an increase of revenue of 37 per cent. The actual revenue was in excess of the previous year, but the large nominal excess is due to a change in the methods of departmental accounts. It is satisfactory to note that in the Kurram the people have of their own accord made tribal rules for the preservation of the Paiwar forests, which were rapidly becoming valueless owing to reckless cutting.

17. The unsettled state of the border, coupled with the temporary ~~Trade~~ closing of the Khyber Pass and the Zakha Khel and Mohmand Expeditions, has resulted, as would naturally be expected in a community where trade organization is in its infancy, in a large falling-off of the provincial trade with the trans-border tracts and Afghanistan.

18. The expenditure on Civil Works increased by 4 lakhs. At present ~~Public Works~~ the Province suffers from poverty of communication both by railway and road. The difficulty of bringing surplus produce on to the general Indian Railway system has discounted the advantage which the land-owners might have taken of the plentiful harvests and the high prices ruling down-country, as all the gain has been reaped by money-lenders who are in a position to organize special transport. A comprehensive scheme is under preparation for the development of the communications of the Province.

19. The working of the Lower Swat River and Kabul River Canals con- ~~Irrigation~~ tinued to be satisfactory. The Paharpur Canal was improved by the construction of nine hill torrent crossings and was enabled to irrigate nearly 4,000 acres more, and to show a surplus revenue over working expenses of Rs. 4,000 as against a loss of Rs. 10,000 in the previous year. Owing to the course of the Malakand branch of the Upper Swat River Canal being laid out over graveyards, the old alignment taking off at Chakdarra had to be abandoned, and a new alignment was found with its headworks at Amandarra, 3 miles lower down.

20. The figures show that under the head Imperial Revenues the Pro- ~~Revenue and Finance~~ vincial income was 52 against an expenditure of 98 lakhs. Local Funds showed an income of $15\frac{1}{2}$ lakhs against an expenditure of $14\frac{1}{2}$ lakhs. Provincial Revenues showed an increase compared with the previous year of Rs. 80,000, chiefly under Land Revenue, Opium, Stamps and Miscellaneous. Expenditure again has risen $8\frac{1}{2}$ lakhs, chiefly owing to increases under Police and Political. An increase of a lakh in Local Funds bears witness to the growing prosperity of Municipalities and Local Boards.

21. An epidemic of cholera, introduced from Hardwar, which spread ~~Vital Statistics~~ over the Province, extending to the hill tribes, and from there to Afghanistan, was responsible for the increased death-rate. The birth-rate, which had been very low owing to the prevalence of malaria, rose considerably, and reached figures which, though lower than in any province except Bombay and Madras, may be accepted as normal for the North-West Frontier Province.

22. The entertainment by Municipalities of Assistant Surgeons as ~~Sanitation and Vaccination~~ Health Officers has resulted in a great improvement in the sanitation of Peshawar and Dera Ismail Khan. There has been a slight increase in the

number of vaccinations performed, and though the prejudice against vaccination, noted last year, continued to exist in Kurram and Tochi, vaccination was at the request of the people introduced into Chitral, and was readily taken advantage of.

Medical Relief. 23. Medical work continues to be seriously hampered by the difficulty of providing an adequate subordinate establishment. Seven new dispensaries were opened, making a total of 75 in the Province. The number of those who sought medical relief showed an increase of nearly 100,000 over that of the previous year, and it is to be hoped that the people are now less prone to give an ear to mischievous and irresponsible rumours as to the danger of attending hospitals.

Education. 24. Educational work in the Province has been for some time seriously prejudiced by the absence of any responsible head, and it is undoubted that the amount of importance which it merits is not paid to ensuring that the primary schools impart a sound but simple education. The people are rapidly realizing the value of the ability to read and write, and it is from the proper supervision and growth of primary education that the development of the Province must be expected.

PART II.

CHAPTER I. POLITICAL.

1. Physical Features of the Country, Area, Climate and Chief Staples.

(See pages 1—5 of the Report for the period 9th November 1901 to 31st March 1903.)

2. Historical Summary.

(See pages 5—12 of the Report for the period 9th November 1901 to 31st March 1903.)

3. Form of Administration.

(See page 12 of the Report for the period 9th November 1901 to 31st March 1903.)

4. Character of Land Tenures.

(See pages 12—17 of the Report for the period 9th November 1901 to 31st March 1903.)

5. System of Survey and Settlements.

(See pages 17—18 of the Report for the period 9th November 1901 to 31st March 1903.)

6. Civil Divisions of British Territory.

(See page 18 of the Report for the period 9th November 1901 to 31st March 1903.)

7. Details of the Census—Tribes and Language.

(See pages 19—25 of the Report for the period 9th November 1901 to 31st March 1903.)

8. Changes in the Administration.

1. The Hon'ble Brevet Lieutenant-Colonel Sir George Olaf Roos-Keppel, K.C.I.E., assumed charge of the office of Chief Commissioner and Agent to the Governor-General on the 4th June 1908, relieving the late Hon'ble Sir Harold Deane, K.C.S.I., who was invalidated, and on the death of the latter was confirmed in the appointment with effect from the 7th July 1908, and held charge during the remainder of the year.

9. Frontier Affairs.

2. At the beginning of the year intrigue from Afghanistan, encouraging General the Zakha Khels to resist, threatened to jeopardize the settlement with the Afridis which had been made at the close of the previous year. In the beginning of May a large *lashkar* headed by the Sufi Sahib of Ningrahar entered Khyber limits with the avowed object of raising the Afzidi tribe. The situation appeared for a time critical, but the tribe adhered loyally to its pledges, and the Afghan *lashkar* was driven across the border. Meanwhile the Mohmands with similar encouragement had committed themselves by attacks on British territory; and a short expedition was necessitated, in which sharp punishment was meted out to the guilty sections.

With the exception of raiding on the Derajat border, where the struggle for supremacy among the Mahsuds between the party of order and the malcontents headed by the Mulla Powindah has resulted in a number of raids, there has been a comparatively small amount of raiding from the tribes under British control. On the other hand the number of raids carried out from Afghan territory by outlaws and Afghan subjects has very largely increased.

HAZARA.

Black Mountain.

3. The Isazais failed to come in for their allowances owing to faction feeling amongst themselves over the vacant chiefship of Seri.

DIR, SWAT AND CHITRAL.

Dir and Bajaur.

4. Owing to the prevalence of cholera in Dir, the usual annual reliefs of the Chitral garrison were cancelled. Cholera and the disturbed state of the Mohmand border caused trade with Bajaur to remain at a standstill for two months, the result being a considerable decrease in the volume of trade which passed through the Malakand.

Swat.

5. The attitude of the tribes remained friendly, although some little anxiety was caused at first by the inception of the Upper Swat River Canal.

Chitral.

6. The Mehtar's administration was satisfactory, and prompt action was taken by him to control the action of certain Mallas who wished to excite sympathy with the Afghan Mallas at the time of the frontier disturbances.

PESHAWAR.

Mohmands.

7. The year opened with serious unrest amongst the Mohmand tribe, encouraged by Afghan Mallas and by promises of assistance from the large force which the Sufi Sahib had collected for a so-called religious war. The tribe, with the exception of the Tarakzai and a large part of the Halimzai, failed to remain loyal to their agreements, and actually crossed the British border as an armed force. Troops were sent out from Peshawar, and the Mohmands were engaged at Shabkadr and Matta Moghul Khel simultaneously on 24th April and driven back with heavy losses. As, however, they still declined to make submission, it became necessary to send an expedition against them. Entering their country on 13th May, the force inflicted severe punishment on each section. Only one raid has since been committed by the tribe, for which it has paid a substantial fine.

Afridis.

8. The Aka Khel were transferred to the political control of the Political Agent, Khyber, during the year. Their conduct was good.

KHYBER.

Bazar Valley settlement.

9. The settlement arrived at on the close of the Bazar Valley Expedition was worked out to a satisfactory conclusion, and in April the Afridi jirgas arrived at Jamrud bringing in all the raiders of note except Multan and about Rs. 30,000 worth of cash and jewellery for restoration to the lawful owners. This, added to two years' forfeited Zakha Khel allowances, made up Rs. 53,000 for payment in compensation. Multan refused the terms of the tribe and accepted an allowance from the Amir and a sanctuary in Jalalabad, from which base he continued to raid. His career was brought to a close in January, when he again entered the Peshawar District with a raiding party of Sangu Khel Shinwaris and Peshawari outlaws. His movements had been carefully watched, and the gang was surprised by cavalry near Sarozai. Multan and another raider were killed, and after a sharp fight the remaining seven, who were all Afghan Shinwaris, surrendered and were subsequently hanged.

KOHAT.

Orakzais.

10. There was no trouble on the Orakzai border of the district, although the Gar Samil feud was prosecuted hotly throughout the year within tribal limits.

11. Raiding by Khattak outlaws and Khostwals caused a general Raiding. feeling of insecurity, but relief was brought by the annihilation of an armed gang at Jandrai on the 28th February : this was a most excellent piece of work on the part of the District Police and Border Military Police, 10 raiders being killed and one captured, and no further raids from Khost occurred thereafter.

12. The Kabul Khel Wazirs were handed over to the political control Kabul Khel. of the Political Agent, Tochi, during the year.

KURRAM.

13. Enmity between the Turis and the neighbouring Afghan tribes at General times threatened to assume alarming proportions, but the year passed off without any serious trouble. The Khani Khel Chamkannis remained in open hostility until October, when the jirga came in to see the Chief Commissioner and ask for a settlement, which was effected on the remaining sections of the Chamkannis giving security for the Khani Khel's future good behaviour. The Chinarak feud was prosecuted intermittently amongst the Zamushts throughout the year.

BANNU.

14. Seven raids occurred in rapid succession in the end of 1908 and General considerable alarm was caused amongst the Hindu community, many of whom abandoned their villages and fled to the Bannu City. Later three more raids occurred. Territorial responsibility was enforced on the Wazirs through whose territory the raiders (themselves Wazir outlaws living in Khost) had passed.

TOCHI.

15. The number of raids and dacoities increased largely as the result General of the lawless state of Khost, where the Tanis, Zadrans and other tribes have got quite out of control of the Afghan officials and have been raiding indiscriminately in both British and Afghan territory.

DERA ISMAIL KHAN.

16. The year was characterised by an unusual number of raids by General, Mahsuds, Shiranis and Mahsud outlaws.

17. The attitude of the Bhittanis was uniformly good.

Bhittanis.

18. The Shiranis gave trouble on several occasions, the most serious of Shiranis. their offences being the murder of a surveyor and several of his men.

WANA.

19. Mr. J. S. Donald, C.I.E., was appointed Resident in Waziristan General. during the year with direct control over the Wana and Tochi Agencies.

20. The year opened with relations very strained between this tribe Mahsuds, and Government, but matters gradually improved. The struggle between the Maliks and the Mulla Powindah continued, the former being anxious to come to terms with Government and the latter to embroil the tribe. The Mulla was consistently ignored in all dealings with the tribe, and the influence of the Maliks is thereby being gradually strengthened. They handed in 60 rifles as security for their good behaviour in January, and crime ceased. The Mulla Powindah, on the other hand, recognizes the loss of his own influence, and loses no opportunity of inciting the tribe to hostility and of endeavouring to embroil them by organizing raiding parties from his immediate followers, who are still in considerable numbers.

BORDER MILITARY POLICE AND MILITIA.

21. The utility of the Border Military Police force continues to suffer Border Military Police. from the combination of inadequate pay and hard work. The post at Torawari in the Kohat District was captured by a gang from Khost and the entire garrison killed. In Girni in the Dera Ismail Khan District a Jemadar and

11 men were ambushed by Mahsuds and killed. On the other hand it is satisfactory to note that a party of 20 Border Military Police annihilated at Jandrai in Kohat a gang from Khost.

Militia.

22. The increase in the pay of the Native Army has already produced an adverse effect on the recruiting of Militia Corps, though this is less noticeable in the Khyber and Kurram, where the Militias are mainly recruited from the local population, for whom home service has an undoubted attraction. The Khyber Rifles maintained their high reputation. The Kurram Militia did excellent work in repelling raiders.

10. Condition of the people.

23. There are many indications that the condition of the people is prosperous and improving. In 1907-08, although harvests were poor, the revenue demand and all arrears were promptly realized and very little recourse to coercive methods proved necessary. In 1908-09 the harvests were better, the kharif crop being a bumper one. Trade shows a slight falling off, but, as explained, this was entirely due to the decrease of trade with the Malakand Agency owing to the unsettled state of the Mohmand frontier. Prices ruled higher than ever throughout the year, causing distress among the poorer classes. Litigation in general reached record figures, suits for redemption of mortgages showing a large increase. The quinquennial enumeration of cattle showed a great increase notwithstanding exceptionally heavy mortality from contagious disease, and finally the birth-rate, which had fallen off, resumed normal figures.

These indications of prosperity cannot, however, be accepted without modifications. A large discount must be made on account of the insecurity of life and property due to the greatly increased number of raids by trans-frontier gangs. High prices too cannot be fully taken advantage of owing to the great poverty of communications, which to some extent deprives the ordinary peasant of access to the Indian markets, and of course these high prices are a great hardship to the ordinary labouring classes, who do not themselves own land, and to Government employés dependent on their pay. There is too a widespread belief that the authorities by issuing a "price current" fixes special rates for food-stuffs; this belief, though illogical, is not without some slight foundation, for there is little doubt that the prices fixed for the benefit of the military in calculating compensation are usually rather higher than the actual market rates, on which again they react. A further discount must be made on account of the inadequacy of educational facilities (which are now greatly and increasingly appreciated) and the unsatisfactory condition of the Educational staff, which is without a head, underpaid, discontented, and consequently inefficient.

It is pleasant to be in a position to record here a tribute to the innate loyalty of the people, as shown in the times of the Mutiny and on many subsequent occasions: there is evidence of the growth of political ideas of the best sort, and there is a complete absence of any general sympathy with agitation or seditious feelings. In this connection it is not out of place to insist on the necessity and desirability of associating the natural leaders of the people with our administration by widening the now narrow field for their ambition. At present the Provincial service in particular and native officials in general have suffered a loss to their prospects by transfer to the small cadres of the North-West Frontier Province, and improvement is needed in many branches of the subordinate services. Recommendations on some points have already been made, and the whole subject will receive the careful consideration which its great importance merits.

CHAPTER II. ADMINISTRATION OF THE LAND.

1. Realization of the Revenue.

[Further details will be found in the Provincial Report on the Administration of Land Revenue for 1907-08 (Government Press, North-West Frontier Province) and in the Agricultural Statistics of British India.]

24. *Fixed Land Revenue.*—The annexed table shows the comparative ^{Demand and Collection} demand and realization on account of fixed land revenue in the years 1906-07 and 1907-08, the increased demand being caused by the introduction of the new assessments in Bannu (Rs. 93,702) and the addition of deferred assessments in Hazara (Rs. 28,243):—

	1906-07.	1907-08.
	Rs.	Rs.
Demand ...	... 17,16,708	18,81,144
Realization ...	... 17,00,679	18,22,094
Percentage of demand realized ...	99	99.5

Of Rs. 9,050 outstanding at the close of the year Rs. 1,579 have been suspended, Rs. 6,601 have been struck off as irrecoverable, Rs. 244 are undetermined, and only Rs. 51 are recoverable. This high proportion of realization reflects credit on the district administration, as both harvests of the year were rather under the average. Recoveries on account of previous years amounted to Rs. 1,359, leaving Rs. 828 only in arrears, of which Rs. 87 have been struck off as irrecoverable.

25. *Suspensions and Remissions.*—Suspensions of revenue amounting to Rs. 1,792 were found necessary in Kohat owing to failure of irrigation in the kharif of 1907. Of this sum Rs. 213 were realized during the year, Rs. 1,579 remaining under suspension at its close.

In the settled districts Rs. 896 (in Kohat) were remitted as against Rs. 8,252 in 1906-07. Rs. 3,936 were also remitted in the agencies of Kurram and Tochi.

26. *Fluctuating Land Revenue.*—The demand under this head fell from Rs. 2,51,061 in 1906-07 to Rs. 2,03,291 in the current year. Outstanding arrears fell from Rs. 2,914 to Rs. 1,358. The system continues to work well and is generally appreciated.

27. *Miscellaneous Land Revenue.*—The demand for miscellaneous land revenue has fallen from Rs. 1,60,755 to Rs. 1,42,637, which is largely due to the decrease in amounts due from assignees on account of the cost of settlements. The enhancement of *tirni* rates in Kohat also has tended to reduce the number of Ghilzai immigrants. The arrears of this year amount to Rs. 687 only as against Rs. 2,920 last year. Of last year's arrears Rs. 4 only remain outstanding.

28. Land revenue assignments show a marked rise during the year—^{Land Revenue for Assignments.} from Rs. 4,64,302, or 18.8 per cent., to Rs. 4,99,014, or 19.7 per cent. For this Bannu is mainly responsible, the increase in this district being from Rs. 2,838 to Rs. 47,224 as the result of recent Settlement operations. The only other noteworthy figure is a decrease of Rs. 11,856 in Dera Ismail Khan. This district is, however, liable to constant variations owing to its system of fluctuating assessments.

Coercive
processes for
the collection
of land
revenue.

Acts XIX of
1883 and XII of
1884.

Ejectment of
tenants.

Land
Acquisition
Act.

29. There has been a most satisfactory reduction in the number of writs and warrants issued, which has fallen from 2,535 to 1,789, the reduction being mainly in the Peshawar District. In no case was it found necessary to resort to imprisonment.

30. Advances under Acts XIX of 1883 and XII of 1884 totalled Rs. 87,103 in 1907-08 as compared with Rs. 1,00,532 in 1906-07, the decrease being attributable to the uncertain condition of the rainfall. Of the total year's demand, which amounted to Rs. 96,879, including principal, interest and arrears, Rs. 92,196 were collected, Rs. 1,895 were suspended, and only Rs. 2,788 (as compared with Rs. 8,431 last year) remained overdue at the close of the year.

31. Only one decree was passed during the year for the ejectment of an occupancy tenant, and in no case was ejectment actually effected. The number of applications for ejectment of non-occupancy tenants rose from 1,041 to 1,303, but ejectments were only effected in 247 cases as compared with 341 last year.

32. An area of 735.49 acres was permanently acquired by Government during the year at an average price of Rs. 77 as against Rs. 219 last year. The reduction in price is mainly due to the acquisition of a large quantity of inferior land in the Peshawar District for the construction of the Malakand branch of the Upper Swat River Canal. In Hazara and Bannu, however, where urban areas were acquired, the rate was the highest on record, being Rs. 835 and Rs. 775 per acre respectively.

2. Surveys.

33. The Topographical parties (Nos. 14 and 18) mentioned in last year's report continued to work, while Party No. 12 carried out triangulation work in the Hazara District and Party No. 9 commenced a survey in the Shirani country. The work of this party was brought to a stop by a sad tragedy on the 12th March 1909, when Mr. MacDonald, the officer in charge of the party, was murdered by three Shirani fanatics, and it was considered necessary to withdraw the party.

No Settlement survey was undertaken during the year.

3. Settlements.

34. No Settlement operations were undertaken during the year. Experience has shown that the heavy enhancements of revenue imposed in the recent Settlements of the Hazara, Bannu, Kohat and Dera Ismail Khan districts and of the Tochi and Kurram Agencies have caused a good deal of discontent. With this feeling the Chief Commissioner found himself in sympathy to some extent, and after the conclusion of the year under report Major C. B. Rawlinson, C.I.E., was deputed to enquire into the working of the new assessments. The result of this enquiry was to confirm the impression that the enhancements were unduly high. It was not considered that (generally speaking) the assessments were unsound from a purely revenue point of view, but it was established that the enhancements were far too high and sudden, and that insufficient weight had been given to local conditions, such as poverty of communications, comparative insecurity of life and property and political considerations. For these reasons recommendations have recently been made to the Government of India for a measure of relief. In the four districts it was proposed that the Rs. 5 per cent. lambardari cess and the Rs. 8-5-4 per cent. local rate should be remitted at a cost to Government of about Rs. 2,00,000 per annum. In the Tochi Agency it was proposed to increase inams and muafis, which amounted to only 4½ per cent. of the revenue to 15 per cent. at a cost of Rs. 3,900 per annum; and in the Kurram it was proposed that the deferred enhancement of three annas in the rupee, which was due to come into force in 1911, should be entirely remitted at a cost of Rs. 16,500 per annum.

At the time of writing this report sanction has been received to the proposals affecting the agencies, while those for the relief of the settled districts are still under the consideration of the Government of India.

4. Land Records.

35. The proportion of Patwaris of the agriculturist classes is the same as last year, *viz.* 36 per cent., and educational qualifications continue to show signs of improvement. The annual returns were filed punctually, and the general character of the Patwari staff was on the whole satisfactory. Owing to the paucity of passed candidates in Peshawar and the small proportion of Muhammadan candidates in Bannu, Patwari Schools were opened during the year in those districts, and the results were satisfactory.

36. Although 125,795 mutations were attested as compared with 123,675 last year, the balance of unattested mutations at the close of the year rose from 21,213 to 25,479. As it was found that over half of the total arrears belonged to the Hazara District, special measures have been taken to bring work up to date in this district. The arrears were found on enquiry to be due to the fact that this branch of work had not been kept up to date in the recent settlement. Special measures were also found necessary in the Teri Tahsil of the Kohat District, where institutions had been exceptionally heavy during the year.

5. Government Waste Lands.

37. The working of the Hazara Forest Regulation was again carried on without much friction, though the system is not entirely satisfactory owing to the impossibility of adequate supervision of the subordinate staff.

38. The area of unclassed forests and Government waste lands increased from 128,787 to 129,818 acres, and the area cultivated increased from 1,744 to 2,058 acres. The total income from unclassed forests and nazul lands has, however, fallen from Rs. 27,912 to Rs. 25,177.

6. Wards' Estates.

39. During the year under report the estate of the late Muhammad Akbar Khan of Topi was brought under the control of the Court of Wards. The major part of this estate is in the Hazara and the remainder in the Peshawar District. As the scheme of management for the Peshawar portion was not sanctioned until after the close of the year, the accounts of the entire estate are omitted from this year's report, and the estates dealt with remain therefore as in last year's report.

40. The total assets have risen from Rs. 3,81,258 to Rs. 4,38,240, and the debts have been reduced from Rs. 56,449 to Rs. 49,586. The estates of Amir Muhammad Khan of Peshawar and of Nawab Allahdad Khan of Dera Ismail Khan still show a deficit, but this has been reduced from Rs. 25,781 in 1906-07 to Rs. 13,658 in 1907-08.

The debts due from the estate of the late Raja Jehandad Khan, which amounted to Rs. 7,624 when charge of the estate was assumed last year, have all been paid off with the exception of Rs. 60, and the total liabilities of the estate of Amir Muhammad Khan of Shabkadr have been reduced during the year from Rs. 23,003 to Rs. 19,582.

41. The total income and expenditure for the year were Rs. 1,93,832 and Rs. 1,69,336 as compared with Rs. 1,74,929 and Rs. 1,35,632 respectively in 1906-07. The proportion of cost of management to ordinary income was 4.7 per cent. as against 5 per cent. last year.

7. Revenue and Rent-paying classes.

Punjab
Alienation of
Land Act.

42. Those provisions of the Punjab Alienation of Land Amendment Act, I of 1907, which had not already been introduced into this Province were adopted during the course of the year with slight modifications. The definition of "permanent alienation" has been so extended as to include the granting of occupancy rights and all kinds of gifts, and the Act has been made to apply to Sections 53 and 54 of the Punjab Tenancy Act, which is also in force in this Province. It was discovered during the year that the Pre-emption Act would remain practically inoperative in Hazara and Peshawar until Section 4 of the Alienation of Land Act, XIII of 1900, was extended to those districts. This was accordingly done, and since the close of the year agricultural tribes have been notified in those districts.

Transfers of
land.

43. The area transferred by gift and exchange during the year rose from 10,661 acres to 13,862 acres, and that transferred by sale from 12,177 acres to 15,913. The area mortgaged fell from 30,703 to 30,003, while that redeemed rose from 36,292 to 36,730 acres. Sanction was accorded to sales in favour of money-lenders in 18 cases only.

The net losses of land by agricultural tribes show a considerable reduction on last year's figures. Losses by sale have fallen from 5,291 to 2,451, and by mortgage from 9,591 to 1,579 acres.

A comparison of figures relating to registered sales and mortgages in those districts where the Act is in force and in those where it is not for the two periods (1902-03-04) and (1905-06-07) shows that, whereas in the former both sales and mortgages have greatly decreased, in the latter they have considerably increased.

CHAPTER III. PROTECTION.

1. Legislative Authority.

(See page 35 of the Report for the period 9th November 1901 to 31st March 1903.)

2. Course of Legislation.

44. Of the 18 Acts passed by the Governor-General of India in Council during the year 1908, 11 affected the North-West Frontier Province, *viz.*—

- (1) Act No. I of 1908, an Act further to amend the Legal Practitioners' Act (1879).
- (2) Act No. II of 1908, an Act further to amend the Indian Tariff Act (1894).
- (3) Act III of 1908, an Act further to amend the law relating to private trusts and trustees.
- (4) Act V of 1908, an Act to consolidate and amend the laws relating to the procedure of Courts of Civil Judicature.

This new Civil Procedure Code was extended to the North-West Frontier Province in January 1909.

- (5) Act VI of 1908, an Act further to amend the law relating to explosive substances.
- (6) Act VII of 1908, an Act for the prevention of incitements to murder and to other offences in the newspapers.
- (7) Act IX of 1908, an Act to consolidate and amend the law for the limitation of suits.
- (8) Act X of 1908, an Act to make special provision for the payment of duty on salt in certain cases.
- (9) Act XII of 1908, an Act further to amend the Indian Emigration Act (1883).
- (10) Act XVI of 1908, an Act to consolidate the enactments relating to the registration of documents.
- (11) Act XVII of 1908, an Act to consolidate the enactments relating to the emigration of natives of India.

The Punjab Alienation of Land Amendment Act (1907) was also extended with slight modifications to the Hazara, Bannu and Dera Ismail Khan districts.

3. Police.

[Further details will be found in the Provincial Police Administration Report for 1908 and in the Statistics of British India.]

45. The number of cognizable cases reported to the Police rose from 4,904 to 4,993, the increase being mainly in the more serious forms of crime. Of these 3,958 were returned as true. The percentage of cases in which convictions were obtained to the total number of admitted cases fell from 49 to 47.

Murders.

46. Murders show a slight decrease from 207 to 193, but the figures appended for the last five years show that this is mere fluctuation, and that no useful inference can be drawn from the decrease:—

1904	...	...	...	...	152
1905	...	...	...	...	196
1906	...	...	...	...	184
1907	...	...	...	...	207
1908	...	...	...	...	193

There was an increase in culpable homicide from 35 to 65 cases and in attempts to murder from 28 to 43.

Dacoities.

47. The most striking figure for the year is the increase in dacoity cases, which were more than doubled, as shown below:—

	1907.	1908.
Hazara
Peshawar	...	25
Kohat	...	5
Bannu	...	2
Dera Ismail Khan	...	8
 Total	...	65

The vast majority of these cases were the work of Afghan and trans-frontier gangs, with which the Police Force is neither numerous enough nor sufficiently well-armed to cope. This was well illustrated in the capture of the well-known Zakha Khel outlaw Multan with a gang of 10 men in the early part of the year, when a Native Cavalry regiment and a double company of Native Infantry had to be employed, and only succeeded after a sharp encounter, in which they lost 4 men killed and 1 officer and 2 men were wounded.

Proposals for re-arming the police with Martini-Henry rifles instead of the smooth-bore weapons they now carry are under the consideration of the Government of India, while sanction has already been obtained to the issue of rifles to exposed villages for self-protection in place of the obsolete muzzle-loaders which previously formed their main armament. Improvements in the communications between frontier posts by extension of the telegraph and telephone systems are being gradually carried out, and further extensive schemes are under consideration as an additional means of coping with the raiding difficulty.

Thefts and losses of arms and ammunition.

48. Twenty-two Lee-Enfield rifles were lost or stolen during the year as compared with 10 in 1907, of which 9 were carried off by deserters and 5 were lost by the Munster Fusiliers in the Kabul River during the Mohmand Expedition. Twenty-eight Martini-Henry rifles were reported lost or stolen during the year and 3,154 rounds of ammunition.

Arms trade.

49. Successful measures were taken during the year against the enterprising Mians of Ali Khel. At the close of the year no less than six of these Mians were in jail, having been arrested either in possession of arms or in the act of taking delivery of consignments containing arms addressed to fictitious names.

Two good captures were also made of arms which were being smuggled across the Peshawar District from the Kohat Pass.

Stolen property.

50. The value of property stolen during the year was Rs. 2,60,018, of which Rs. 59,427, or 23 per cent., was recovered. The small percentage of recoveries is due to the large amount looted by trans-frontier raiders, the recovery of which, so far as the Police were concerned, was impossible.

51. Thirty-six outlaws were arrested during the year, and the number Absconders. remaining at its close was 855. The lists of outlaws have been carefully corrected up to the close of the year with the object of ensuring closer surveillance.

52. Three hundred and ninety-two persons were ordered to find security Bad characters. for their good behaviour as against 216 last year, while the number of persons under surveillance has increased to 1,747.

53. One punitive Police post was abolished during the year, no new Punitive Police posts. one being established.

54. Except the reduction of 2 Head Constables and 12 Constables Interior economy. owing to the abolition of the Bannu Settlement guard, no change was made in the sanctioned strength of the Force during the year.

The number of resignations in the Force increased from 213 to 291 and of discharges from 50 to 195, the latter being largely due to absence without leave, in most cases because resignations could not be at once accepted. It is disappointing that the increased rates of pay have so far had no result in diminishing the number of resignations. Attempts are being made to remedy the small proportion (only 20 per cent.) of Constables who can read and write by giving instruction to all recruits and men off duty at head-quarters.

Owing to the number of direct appointments to the rank of Sub-Inspector who could not be accommodated at the Phillour Training School, arrangements were made for the temporary establishment of a local training school at Abbottabad, which proved highly successful. It is unfortunate that the strength of the Force does not admit of this being maintained permanently.

4. Criminal Justice.

[Further details will be found in the Criminal Administration Report of the Province for 1908 and in the Statistics of British India.]

55. The number of offences during the year, whether reported or General admitted figures be examined, was the highest recorded since the formation of the Province. The following statement shows the chief statistics for 1908 compared with previous years:—

1 Year.	2 Number of offences of all kinds reported.	3 Number of cases returned as true.	4 Relation per cent. between the figures in columns 2 and 3.	5 Number of cases brought to trial.	6 Number of persons under trial during the year.	7 Number of persons convicted.	8 Relation per cent. between the figures in columns 6 and 7.
1905 ...	17,958	12,861	71.61	11,970	26,625	12,849	48.25
1906 ...	18,471	12,958	70.15	12,148	26,320	12,492	47.46
1907 ...	19,720	14,004	71	13,125	28,077	13,361	47.58
1908 ...	21,603	15,852	71	14,290	31,494	14,710	46.74

Of the total number of 21,603 offences of all kinds reported during the year 11,473, or 53 per cent. as compared with 55 per cent. in 1907, were under the Indian Penal Code; and of these 7,298, or 64 per cent. (compared with 63 per cent. last year), were returned as true. 6,268 cases under the Indian Penal Code were brought to trial and 2,074 ended in conviction as compared with 5,944 and 1,967 in the preceding year.

The statistics of the year exhibit increases more or less marked under every head of serious crime except riots and attempts to murder. The increases are, however, particularly noticeable under the heads of kidnapping, burglaries and theft. The main cause of this increase is certainly to be found in the unsettled state of the border, every district except Hazara having been subject during the year to raids by trans-frontier gangs, which comprised at various times tribesmen under our own political control, outlaws from British territory and Afghan subjects. The favourite objective of these gangs was the kidnapping of some wealthy Hindu. The increase in ordinary thefts may also to some extent be accounted for by the continued high prices which ruled throughout the year.

Strength of the Magistracy. 56. The number of officers invested with criminal powers at the close of the year was 114 as against 112 in the previous year.

Work of the Magistracy. 57. There was a satisfactory increase during the year in the number of complaints dismissed *in limine* under Section 203 of the Criminal Procedure Code, and also in the number of cases in which compensation was awarded under Section 250 to the victims of frivolous and vexatious prosecutions. The high number of discharges in security cases (3,716 out of 9,987 brought to trial) is unsatisfactory, and shows that a more careful preliminary investigation is called for in this class of case. In this connection it may be noted that compensation under Section 250 of the Criminal Procedure Code is not awardable to the sufferer under a malicious report directed to showing that security is necessary to prevent a breach of the peace, and full advantage is taken of this loophole by those who wish to annoy an enemy by subjecting him to a police or magisterial investigation without incurring the risk of being called on to pay compensation. The figures quoted alone go a long way towards showing that an amendment of the law in this direction is becoming necessary.

Punishments. 58. Ten persons were sentenced to death and 33 to transportation as against 22 and 51 in 1907. The proportion of persons sentenced to rigorous imprisonment to whom solitary confinement was awarded rose from 44 per cent. to 45 per cent., but this figure is not high enough. The total of fines imposed amounted to Rs. 94,170 as compared with Rs. 83,420 in the previous year. Out of Rs. 71,940 realized during the year Rs. 16,256 were paid as compensation. The number of whippings remained practically the same as last year, but there was a marked rise (from 5,191 to 6,730) in the number of persons ordered to find security for keeping the peace or for good behaviour. Sentences were enhanced on appeal or revision in 27 cases during the year.

Sessions Courts. 59. The two Sessions Courts disposed of 72 Sessions cases, 572 criminal appeals and 110 revision cases as against 90, 543 and 143 respectively in 1907. The average duration of cases was 47 days in Peshawar and 50 in Derajat, while that of appeals was 14 and 17 days respectively. Only 16 appeals and 4 revision cases were pending at the close of the year.

Judicial Commissioner. 60. The Judicial Commissioner disposed of 20 references in murder cases, 118 criminal appeals and 98 revision cases as compared with 37, 115 and 78 in the preceding year. Capital sentences were confirmed in the case of 11 persons and commuted in the case of 6, while 3 persons under sentence of death were acquitted.

Frontier Crimes Regulation. 61. The number of references to Councils of Elders in criminal cases rose from 153 to 182, while the percentage of convictions rose from 44 to 47. In parts of the Province the system of *jirga* trial has been somewhat altered and assimilated to the practice in the Baluchistan Agency. Instead of three or four men being nominated as a *jirga* in each individual case, periodical "jirga sessions" are held, to which all cases awaiting trial by *jirga* are made over. In this way it is possible to ensure that each case is tried by a very large and influential body of men, while constant summonses to the members of the *jirga* are avoided. The small *jirgas* previously appointed were inevitably open to misrepresentation; cases of corruption and of personal leanings on

the part of the members were by no means unknown, and the number of cases in which such reproaches were attributed was very large. Under the more recent system these drawbacks to the jirga system almost entirely disappear, and the only drawback under which the present method labours is that the large jirga on account of its size and the number of cases which it has to try is precluded from going to the scene of each offence to supplement by its own investigations the facts which have already been brought to light. However, the cases in which this is really necessary or advantageous are not very numerous, and in special cases the old style of jirga can still be reverted to. On the whole the system of jirga sessions has worked well, and it is reported to be popular both with the members and with the general public.

5. Prisons.

[Further details will be found in the Report on the Administration of the Jails of the Province for 1908 and in the Statistics of British India.]

62. The convict population of the jails of the Province at the beginning of the year remained practically stationary as compared with last year, but at the end of the year it had fallen to 920 as compared with 1,063 last year. The total population also fell from 1,307 to 1,202.

The number of admissions of convicts by direct committal increased from 3,030 to 3,145, and, as usual, they were almost entirely illiterate. The percentage of Muhammadans was 94.60. Amongst those admitted were 11 juvenile males and 1 female as against 8 and 1 in the preceding year.

63. There were 141 prisoners in jails awaiting trial at the commencement of the year; 3,316 were received during the year and 243 remained at its close.

64. 111 civil prisoners were dealt with during the year as against 126 Civil prisoners in 1907.

65. The daily average of prisoners of all classes rose from 1,196 in 1907 ^{Average Jail population.} to 1,323 in 1908.

66. There was accommodation for 1,465 male and 99 female prisoners ^{Accommodation.} in the jails of the Province at the end of the year as compared with 1,415 and 100 at the beginning. This extension is due to the enlargement of the Abbottabad Jail. There was over crowding in all the jails during the year, the number of days on which this occurred ranging from 28 at Dera Ismail Khan to 211 at Peshawar. To a considerable extent this was due to sudden influxes of political prisoners, but the main cause of the very serious overcrowding in the Peshawar Jail was an outbreak of typhus fever, which precluded the possibility of relief by transfers to other jails. Where such a course was possible, however, the utmost advantage was taken of transfers to bring relief, many prisoners being transferred even before their appeals had been decided, and the cost of transfers being increased by Rs. 1,081. To cope with this overcrowding proposals are now under consideration for the conversion of the Mardan lock-up into a subsidiary jail and for the extension of the Peshawar Jail. The Bannu Jail is in course of being enlarged.

67. The health of the jail population continued good. Admissions to Health hospital per mille of average strength rose from 1,243 to 1,282 owing to the wide prevalence of malaria, but the death-rate fell from 19.79 in 1907 to 14.42 in 1908, the death-rate of the free population being 35.83.

68. There were no escapes or attempts to escape during the year in the jails of the Province, though one political prisoner escaped from the Hangu lock-up. Offences by the subordinate establishments were fewer than last year, and notwithstanding the increased population of the jails the number of offences committed by convicts fell from 1,401 to 1,368. The discipline maintained was good and no excessive recourse was had to the more severe forms of punishment. Only two whippings were inflicted.

Expenditure.

69. The total expenditure on maintenance and guarding rose from Rs. 91,204 in 1907 to Rs. 1,04,604 in 1908. The increase is partly due to the increased population and partly to the high rate of food-stuffs.

Earnings.

70. The net cash earnings from jail manufactures fell from Rs. 7,200 to Rs. 5,645, but the amounts paid into the Treasury show a slight increase on last year's figures, and there was an advance of Rs. 3,301 in the indirect profits from the performance of jail duties, repairs, gardening, &c.

6. Civil Justice.

[Further details will be found in the Provincial Report on the Administration of Civil Justice for 1908 and in the Statistics of British India.]

Institutions.

71. The number of suits instituted during the year again passes all previous records, being 24,432 as against 22,573 in 1907. The increase in genuine suits is partly due to the general rise in prices of agricultural produce, which has tempted money-lenders to sue defaulting debtors with some hope of obtaining satisfaction for the decree passed, but the total is so vastly in excess of the actual number of suits on questions which really require the decision of a Court of law that discussion of the variations in numbers is unprofitable. There are many parts of the Province where it is almost a matter of custom to bring some false and imaginary civil suit against a man who is likely to be a witness for the opposition in a criminal or really important civil case merely in order to ask a successful question in cross-examination in the larger case indicating bias on the part of the witness. The practice is quite cheap and it is difficult to combat, since a suit dismissed *in limine* or even in default is quite sufficient for the purpose required. This is especially noticeable in the Bannu District, where institutions during the year reached the remarkable figure of 166 per 10,000 of the total population.

There are also other explanations of this large excess in the number of civil suits, of which perhaps the most fruitful is the matrimonial question, which alone furnishes an enormous number of institutions. If any ordinary Pathan peasant buys a wife with whom he cannot live peacefully, the result is almost certainly two civil suits; the woman returns to her father's house and the husband has rarely paid the full dower. Either then the father sues for dower and the husband retaliates with a suit for restitution of conjugal rights, or *vice versa*. Even this only ends the matter so far as the Civil Courts are concerned, as the quarrel is probably also the cause of security proceedings on the wife's part or else a claim for maintenance, and the husband is certain to apply for his wife's expulsion under the Frontier Crimes Regulation. Instructions have been issued for a more free recourse to civil jirgas with a view to settling such cases amicably by a money composition, and it is hoped that by this means a number of frivolous cases both civil and criminal may be avoided, but the time of the Magistracy is already fully occupied, and though in course of time it is believed that this procedure would result in a reduction of work, it would for some time mean an increased burden. Institutions in matrimonial suits increased from 503 to 666. A further indication of the frivolous way in which civil litigation is resorted to is furnished by an examination of the value of suits, which shows that over 76 per cent. of institutions related to petty matters under Rs. 100 in value.

Agency for the disposal of original Civil cases.

72. The strength of the Judicial agency and the proportion of civil business disposed of by each class of that agency during the year does not exhibit any marked difference from the statement for last year, but it is satisfactory to note that 2,328 cases, or 9·1 per cent. of the total, was disposed of by Honorary Civil Judges as against 1,791 cases, or 7·4 per cent., last year. There was also an improvement in the proportion of cases disposed of by Assistant Commissioners.

Cantonment Small Cause Courts.

73. There was a falling off in the disposal of work by this agency: the Cantonment Magistrate of Peshawar, owing to press of magisterial and executive work, was only able to dispose of 105 suits during the year, and it

became necessary to appoint the Munsif of Peshawar an Additional Judge of the Peshawar Cantonment Small Cause Court to clear off the arrears of petty work. Since the close of the year a temporary Assistant Cantonment Magistrate has been appointed, and his tenure has been once extended. There is a strong case for making the appointment permanent.

74. The District Courts disposed of 25,508 out of a total of 27,763 Disposals. original suits for disposal. This figure (92 per cent.) is very creditable, as the Courts were not always at full strength. The average duration of contested suits too was reduced from 36 days to 35 and of uncontested from 23 days to 21.

75. District Judges and Subordinate Judges disposed of 587 appeals ^{Appellate work.} as against 608 last year, the average duration being 34 days. Divisional Judges disposed of 1,276 appeals as against 848, the average duration being 119 days in the Peshawar and 58 days in the Derajat Division. The large increase is due to the appointment of an Additional Judge for $3\frac{1}{2}$ months to the Divisional Court, Peshawar, in which no less than 1,071 of the total appeals were decided.

The Judicial Commissioner disposed of 22 ordinary appeals, 143 further appeals, 18 mixed appeals and 83 revision cases compared with 6, 43, 94 and 86 respectively last year. The figure 143 is accounted for by no less than 98 further appeals being lodged in one big pre-emption case from the Yusufzai Sub-Division.

76. There was a marked improvement in disposal of execution work ^{Execution of decrees.} during the year, for though the proportion of cases in which whole or partial execution was obtained fell slightly, the amount realized totalled Rs. 3,77,191, or 32 per cent. of the full value of decrees as compared with 27 per cent. last year.

The improvement mainly occurred in the Peshawar District, results being worst in Hazara. In the latter district, however, petty civil litigation has so increased as to be beyond the power of disposal of a single Munsif. For some time past it has been the practice to depute the Munsif from Bannu for two months to assist, but the question of the permanent location of a second Munsif in the Hazara District is now under consideration.

77. The process-serving establishment is indifferently reported on. ^{Process- serving establishment.} Peons on Rs. 6 a month, who are required to be literate, and who have extremely hard work, incessant travelling and unlimited opportunities for illegal exactions, cannot however be expected to be above reproach, and the question of raising their emoluments to something representing a living wage is under consideration.

78. On the whole the administration of civil justice in the Province ^{General.} may be held to be satisfactory. Apart however from the necessity for strengthening the Munsif establishment in Hazara, which has already been noticed, there is a further matter in which the Civil Judicial staff fails to meet the growing requirements of the people: there is only one District Judge between the two districts of Bannu and Dera Ismail Khan, and litigants in important civil cases and appellants in cases of all classes are thereby frequently subjected to very grave inconvenience. The only means of communication between the two districts involves a drive of 80 miles by road, so that a litigant who is unfortunate enough to have a date for hearing fixed in the foreign district has 160 miles to travel for the purpose, and (occasionally) has to transport all his witnesses backwards and forwards in the same way. This inconvenience is of course in practice cut down to a minimum, but stress of work prevents its being done so invariably, and the inconvenience caused by this duplication of work is very great. Assuming that the District Judge has arranged his dates so as to take up in Dera Ismail Khan only local cases, even one important case involving delay in Dera Ismail Khan must result in cases fixed for Bannu being postponed to the considerable inconvenience and expense of the parties who may have travelled 40 or 50 miles with their witnesses for the hearing and have to return to their homes without any result. The need for a separate appointment of District Judge for each of these districts is becoming daily more pressing.

7. Registration.

[Further details will be found in the Note on the Registration Returns of the North-West Frontier Province, 1908, and in the Statistics of British India.]

General. 79. The total number of documents, both compulsory and optional, registered during the triennium 1906 to 1909 are given below :—

1906	...	...	...	...	...	8,093
1907	...	...	...	...	...	8,567
1908	...	...	...	...	...	9,821

The expansion in the volume of transfers is due to the strong competition for land in the Mardan Sub-Division on account of the projected construction of the Upper Swat River Canal. Kohat is also the seat of considerable activity in land transfers, and it is reported that the money-lenders of the Bannu and Mianwali districts are trying to obtain a footing in Kohat, as owing to the Land Alienation Act they can no longer purchase land in their own districts.

Business. 80. The total value of property affected by registered deeds was 55·9 lakhs as against 50 lakhs in 1907.

Agency. 81. There was no change in the number of offices during the year.

Finance. 82. The receipts of the Department rose from Rs. 30,490 in 1907 to Rs. 35,688 in 1908, and expenditure rose from Rs. 8,681 to Rs. 9,289.

8. District Boards.

[Further details will be found in the Provincial Report on the working of the District Boards for 1907-08 and in the Statistics of British India.]

Constitution. 83. The constitution and jurisdiction of the District Boards remained unaltered, and members continued to be appointed by nomination.

Working. 84. The number of meetings held by all the Boards was above the prescribed minimum, and the average attendance at meetings throughout the year showed an improvement in all districts except Peshawar. The Board of this district continues to maintain its reputation for apathy; it is however hoped that the application of the system, which has been tried with considerable success in other districts, of holding non-official members responsible for the welfare of their own localities may awaken them to a sense of their public duties.

Rules for the management of Provident Funds, which have been established by all District Boards, were published during the year, and a detailed scheme for the foundation of scholarships for students of the Hospital Assistant class to be deputed to the Lahore Medical School was worked out; the holders will be under agreement to serve the District Boards when qualified for periods of five years, and it is hoped by this means to overcome a great part of the difficulty hitherto experienced in recruiting Hospital Assistants.

The separation of the District Board and Municipal offices at Bannu was effected in October 1907, and the measure is about to be introduced in Peshawar, Dera Ismail Khan and Hazara.

Finance. 85. The closing balance on 31st March 1908 aggregated Rs. 93,553, compared with Rs. 68,987 in the previous year. The increase is mainly due to bumper harvests in Dera Ismail Khan, where there was an increase of nearly Rs. 16,000 in the Local Rate, and to the tolls upon certain ferries in that district which were transferred to the control of the District Board. These tolls realized Rs. 5,298. In no case did the balance fall below the prescribed minimum. Excluding debt transactions, the total income for the year amounted to Rs. 3,16,489 against Rs. 2,90,658 in the previous year, while the expenditure remained stationary. The percentage of expenditure to the total income on education was 28 and on medical was 15·5 as compared with the minimum of 25 per cent. and 12·5 per cent. respectively.

The Imperial grant-in-aid amounted to Rs. 49,000 plus Rs. 1,139 on account of arrears for 1906-07. The original three years' programmes for works to be constructed from these grants expired at the close of the year. The money was mainly utilized upon roads, Rs. 94,646 being so expended out of the total of Rs. 1,41,187, while "Medical" received Rs. 20,483.

Similar programmes for the next triennium have now been prepared, in which the claims of veterinary development have received particular attention.

9. Municipalities.

[Further details will be found in the Provincial Report on the working of Municipalities for 1907-08 and in the Statistics of British India.]

86. The small Municipality of Lakki in the Bannu District was converted into a Notified Area with effect from the 1st October 1908, and the question of similarly reducing the Nawanshahr Municipality is under consideration. No other changes in constitution occurred during the year.

87. One hundred and sixty-one general and 57 special meetings were held in the year as against 126 general and 39 special in the year before, and in no case was the number of meetings less than 12, which is the prescribed minimum. The system of sub-committees continues to work well.

The provisions of Sections 140 and 141 of the Municipal Act were extended to the Kohat Municipality, the necessity having become apparent during the outbreak of cholera; these sections provide for segregation in case of certain infectious diseases and enable the use of unwholesome water to be prohibited, and a bye-law adopting the transit-refund system (paragraphs 99-108 of the Account Code) in respect of sheep and goats brought into Bannu for sale at the weekly Friday fairs was framed by the Edwardesabad Municipality. Rules for the control of stage carriages were also extended to this Municipality by notification.

Bye-laws for regulating the sale of milk, butter, meat and aerated waters were framed by the Dera Ismail Khan Municipality. Rules for the management of Provident Funds have now been adopted by all Municipalities and by the Tank Notified Area.

88. The accounts of all Municipalities and Notified Areas for 1906-07 were audited during the year by the peripatetic auditors, and no serious irregularities were detected. There has been a satisfactory improvement in the working of the Municipal Account Code. The aggregate balances of Municipalities and Notified Areas at the close of the year were Rs. 2,13,654 and Rs. 17,982 as against Rs. 1,58,160 and Rs. 17,689 respectively at the beginning. In no case did the balance fall short of the prescribed minimum.

The incomes amounted to Rs. 5,47,293 and Rs. 24,415 respectively against Rs. 5,25,999 and Rs. 18,852 in the preceding year, and the expenditure to Rs. 5,06,642 and Rs. 24,939 against Rs. 5,33,115 and Rs. 17,845, "Debt Head" transactions being excluded.

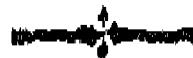
The percentage of expenditure devoted to the several main heads is noted below:—

General Administration	...	...	...	13.2
Public Safety	...	...	...	16.3
Public Health and Convenience	...	...	...	53.6
Public Instruction	...	...	...	12.5
Miscellaneous	...	...	...	4.4

89. During the autumn of 1907 malarial fever was prevalent, and General plague appeared in the cities of Peshawar and Dera Ismail Khan. Preventive measures were taken in the neighbouring Municipalities, and the disease disappeared in the spring.

10. Military.

90. The number of recruits who enlisted in the Native Army from this Province was 1,273 as against 1,090 in 1907-08. Of these 909 joined the Northern and 364 the Southern Army. 730 of the recruits were Pathans (excluding Afridis) and 84 were Afridis.



CHAPTER IV.

PRODUCTION AND DISTRIBUTION.

1. Agriculture.

[Further information will be found in the Provincial Land Revenue Report for 1907-08, in the Statistics of British India, and in the Report on the Operations of the Department of Agriculture, Punjab, for the year ending 30th June 1908.]

91. The post of Deputy Director of Agriculture, which was sanctioned ^{Agricultural Department.} by the Secretary of State as long ago as 1906, still remains vacant, and consequently no further progress has been made with the scheme of agricultural experiments in this Province. The necessity for filling up this appointment or of making some minor appointment in lieu is being felt increasingly as time goes on. Money has been spent on the purchase of land for experimental farms, buildings have been erected, students have been sent to the Agricultural College, Cawnpore, some of whom are due to return this year, and only the appointment of a supervising officer is awaited for a serious effort in the direction of agricultural improvements.

92. The experimental seed farm which was established last year in ^{Experiments.} the Dera Ismail Khan District has proved a great success. Of the total area of 360 acres 161 acres were sown with 151 maunds of wheat, and of this 113 acres were harvested, producing 838 maunds. Experiments with onions and barley were also made, but proved unsuccessful. No new products or agricultural implements were introduced during the year.

93. Owing to the large exports down-country on account of the high ^{Prices.} prices obtainable there and to the military operations in 1908 the prices of all food-grains generally ruled high throughout the Province. In Hazara, however, wheat was selling at Rs. 3-12-0 per maund as against Rs. 4-6-0 per maund last year. The normal rate is, however, only Rs. 2-14-0. In Peshawar the rate remained the same as last year, while in Kohat, Bannu and Dera Ismail Khan the price increased by 6 annas, 7 annas and 2 annas respectively.

94. Fodder was sufficient, except for parts of the year in the Kohat ^{Condition of cattle.} and Dera Ismail Khan districts and in parts of Bannu, but water was not available in some villages of the Daman tract in Dera Ismail Khan, and the people were compelled to migrate with their cattle to the Indus Valley.

The year was very unhealthy and the number of deaths from contagious diseases amongst cattle were nearly double that reported last year, but the quinquennial enumeration of cattle which was held in February 1909 shows a large increase, which is mainly attributable to plough cattle and other bovines.

2. Weather and Crops.

[Further information will be found in the Report on the Season and Crops of the North-West Frontier Province for 1908-09.]

95. The rainfall in February and March was much below the average, ^{Weather.} and this was severely felt in the Dera Ismail Khan District, where sowings are very early. In the remaining districts this was made up for by heavy rains in April, which enabled large areas to be prepared for kharif sowings. The monsoon rainfall was below the average in Peshawar but up to or above it in the remaining districts, and the net result was that the area sown in the kharif was the largest for five years, and the harvest was a bumper one.

The excellence of the monsoon rains too enabled sowings for the rabi crop to commence under favourable conditions, but the winter rains were considerably below the average until February 20th. The yield was above the average in Hazara, in which the winter rains were rather better, but on unirrigated lands in other districts it was below the average. On irrigated lands it was about average.

Calamities of the season.

96. During the Rabi 1909 hailstorms occurred in almost 100 villages of the Peshawar District and did considerable damage. Proposals for remission of revenue in the affected areas are under consideration. In Dera Ismail Khan also much damage was done by hailstorms in June. Slight damage not warranting remissions occurred in Hazara, while in Kohat and the Kurram Valley remissions of Rs. 155 and Rs. 263 respectively have already been granted.

Crops.

97. Wheat is the most important crop in the Province, and covered just over a million acres, or 36 per cent. of the total cropped area. Sugarcane shows a falling off from last year,—28,000 acres compared with 35,000,— while cotton increased from 48,000 to 54,000 acres.

3. Arboriculture and Horticulture.

[Further information will be found in the Provincial Reports on Municipalities and District Boards for 1907-08.]

98. The Municipalities of the Province spent Rs. 11,992 on arboriculture, horticulture and experimental cultivation as compared with Rs. 13,382 in 1906-07. The Municipal income derived from the sale of land, garden produce, trees, grass and wood amounted to Rs. 13,303 as compared with Rs. 8,003 in the preceding year.

District Boards spent Rs. 7,839 on public gardens as against Rs. 6,925 in the previous year, and Rs. 14,718 on arboriculture as against Rs. 14,647. They realized Rs. 3,333 under the head of Public Garden receipts compared with Rs. 3,247 and Rs. 6,651 from sale of grass and trees compared with Rs. 5,138.

4. Forests.

[Further information will be found in the Report on the Administration of the Hazara Forest Division for 1907-08.]

Alteration in area.

99. The re-survey of the Dungagali, Thandiani and Khanpur Range Forests, and in the two former ranges a re-division in accordance with the Working Plan, account for the only changes in the forests managed by the Forest Department. All of these are reserved, and their total area now exceeds 236 square miles.

An addition of 1,696 acres acquired for the Nowshera Khaiski grass rakh was made to the forests under military control.

Demarcations.

100. Lines 20 feet wide were cleared along seven miles of the boundaries of forests in the Khanpur Range, but owing to the rapidity with which *sanatha* is coming up in previously cleared lines the adoption of some more permanent method of definition is under consideration.

Surveys.

101. Seven sheets of the Khanpur Range on a scale of 4-inch to a mile were published during the year, and 13 sheets of that and of the Dungagali Range are in course of preparation. A Working Plan map of the Khanpur Range on a scale of 1-inch to a mile was also published.

Communications.

102. $7\frac{1}{2}$ miles of paths were constructed and 32 miles repaired as against 14 and 17 miles respectively last year.

Forest offences.

103. The number of forest offences reported during the year rose from 674 to 908. The increase is almost entirely attributable to the poorness of the grass crop, unauthorized grazing and lopping accounting for the whole increase.

104. The failure of fire protection has been the most unsatisfactory feature in the year's work, the area burnt being estimated at no less than 23,295 acres. Though the prevailing drought was to some extent answerable for this, and made the mischief much more difficult to cope with, the main cause of the very large increase was undoubtedly the poorness of the grass crop, which induced the villagers to fire intentionally either the forest itself or the *guzara* on its fringe in the hope of the fire spreading and thus improving the grass. The experience of the past year shows clearly that when grass crops are poor the imposition of fines does not act as a sufficient deterrent to this form of mischief, and the punitive closure of the forests in such cases is the only measure which promises to be effective in dealing with this trouble.

105. No alterations were made in the grazing arrangements of the previous year except that, owing to the prevailing scarcity, 55 miles of the Dungagali and Thandiani Range forest were opened temporarily to cattle and buffalo grazing. The number of animals impounded during the year was rather less than last year.

106. The seed crop of the year was exceptionally bad, but reproduction was satisfactory in the firewood forests of Khanpur and Bagnotar. Artificial reproduction was generally unsuccessful.

Improvement fellings were carried out in connection with selection fellings, the trees being sold standing when possible. In addition improvement fellings were carried out over 600 acres, the trees being sold standing, except in the Birangali forest, from which they were exported to supplement the Abbottabad firewood supply, and in Kagan, where there is no market for such trees.

107. An outturn of 663,994 cubic feet of timber and 306,128 cubic feet of fuel was removed from the forests during the year.

108. During the year 46,290 deodar logs containing 1,812,652 cubic feet of timber were launched from the forest, while 41,157 logs containing 1,365,040 cubic feet were received at the sale depôts; 96,023 and 77,152 scantlings were launched and received respectively. The percentage of launchings not received at the end of the year was 12 in the case of logs and 20 in that of scantlings.

109. The difficulties experienced in providing firewood and charcoal for the garrison and town of Abbottabad still continue. This is due to the lack of camel transport necessary to convey a sufficient quantity from the Khanpur forests to Abbottabad, and the only remedy appears to lie in the construction of wire ropeways to bring supplies down to the road from the hill forests; this entails, however, the supply of a somewhat inferior quality of fuel.

110. The following statement shows the revenue and expenditure of the division for the last three years:—

		Revenue.	Expenditure.	Surplus.
		Rs.	Rs.	Rs.
1905-06	...	1,50,760	93,730	57,030
1906-07	...	1,68,841	85,467	83,374
1907-08	...	2,31,166	89,192	1,41,974

The large increase of revenue (37 per cent.) was mainly derived from major forest produce, and as it was largely due to the sale of standing Kagan trees, the profits from which under the old system of departmental working would not have accrued for one or more years, a corresponding decrease must be anticipated in the future. There is, however, still great room for development in the forests, though this must depend on sanction being obtained to an increase in the establishment and to some minor increases in expenditure. The matter is now engaging the attention of the Conservator.

5. Mines and Quarries.

[Further information will be found in the Report on the Administration of the Northern India Salt Revenue Department, 1907-08 (Government Central Printing Office, Simla).]

KOHAT SALT MINES.

General.

111. The sales, 452,975 maunds, and issues, 453,655 maunds, of Kohat salt during the year increased by 61,527 and 64,295 maunds respectively as compared with those of 1906-07. The increase is attributed to the reduction of the duty to Re. 1 per maund, which was brought into effect in March 1907, and to the winter of 1907-08 being a dry one. The quantity declared for export to Kabul and independent territory fell during the year to 31,851 maunds, a drop of 4,528 maunds. This decrease occurred in exports to Swat, Bajaur, Kabul and Waziristan, the quantity declared for Tirah showing a slight increase. 421,804 maunds were declared for exports to places in British territory, an increase of 68,823 maunds. Peshawar showed a falling off, but exports to all other places in the Province showed an increase.

Accidents.

112. No accident of any kind occurred during the year in any of the quarries of the division.

113. 148,080 maunds of Kohat salt were carried by railway to stations in the Peshawar Valley compared with 6,088 maunds so carried in 1906-07. This marked increase is due to the opening of the new cart road to the Jatta Depôt and to the establishment of through railway communication over the Indus at Khushalgarh. No salt from the Kohat mines appears to have been despatched to the Hazara District or to any of the cis-Indus districts of the Punjab.

6. Manufactures.

[Further information will be found in the Statistics of British India.]

114. The same two steam cotton-ginning factories mentioned in last year's report continued to work during the year. An average of 118 hands per day were employed. The sanitary and protective arrangements continued adequate and no accident occurred.

Each factory is closed on Sundays and also observes midday stoppages. The average wage earned by unskilled labour was 9 annas per diem in the case of men and 4 annas in the case of women. Children were not employed.

7. Trade.

[Further information will be found in the Report on the External Land Trade of the North-West Frontier Province for the year 1908-09.]

General.

115. An important change in the arrangements for registration of trade was carried out during the year. Previously a considerable portion of the trade with the independent tribes on this side of the Durand Line was not registered. To register this trade a number of new posts were established at various points on the frontier. One was opened at Saidgi in the Tochi Valley, where trade with Northern Waziristan is registered with effect from the 1st April 1908. Similarly two more posts were opened with effect from 1st October at Murtaza and Khirgi in the Dera Ismail Khan District to register trade with the Mahsuds and Wazirs. Arrangements were also made with effect from 1st May 1908 to register trade with the Turis of the Kurram Valley, but it was not found necessary to open a special post, as the existing Thal post in the Kohat District was available for the purpose.

The total value of trade during the year amounted to 244 lakhs of rupees; that for last year was given as 304 lakhs, but for purposes of comparison it is necessary to deduct 35 lakhs on account of the Kashmir trade figures for eight months which were included in the above. The net decrease is therefore 25 lakhs of rupees. Of this decrease over 11 lakhs occurred in imports and over 13 lakhs in exports.

The proportion borne by the trade of the various tracts for the last two years to the Provincial total is given below :—

	1907-08.	1908-09.
Tirah	5	4
Afghanistan	46	45
Bajaur	48	43
Buner	1	1
Waziristan	...	2
Turis of Kurram	...	5
 Total	 100	 100

The figures for Waziristan and the Turis have been excluded in instituting comparisons between the figures of this year and last.

116. The trade with Tirah was very slack during the year, the main Tirah causes being the Mohmand and Afridi expeditions and the temporary closures of the Khyber, to which route the decrease is almost entirely confined. Imports and exports alike show a decrease of about a lakh of rupees. The largest item of decrease in imports is "timber" (Rs. 38,000), but this was due to special causes, the low state of the rivers rendering the floating of logs impracticable. The only substantial increase was in "fruits" (Rs. 45,000), which was due to a good fruit crop in Tirah. The decreases in exports were general and do not require special comment.

117. The total volume of trade with Afghanistan (exclusive of silver) fell from Rs. 1,04,79,898 to Rs. 90,63,520, a decrease of 14 lakhs, shared in almost equal proportions by exports and imports. There are six different routes through which Afghan trade passes, of which the most important are the Khyber and the Kajuri Kach (Wana), these two routes being responsible for more than half the total.

The Khyber, for reasons already noticed in discussing trade with Tirah, shows a decrease of 10 per cent., while Kajuri Kach shows an increase of 6 per cent. The Kabul River route shows an increase of 17 per cent., while the remaining three routes—Kurram, Moghal Kot and Tochi—show decreases of 66 per cent., 25 per cent. and 2 per cent. respectively. The decrease in the Kurram route is largely due to the separate registration of Kurram trade, which is no longer classed as Afghan, while that in the Moghal Kot route is explained by the increasing preference of the Powindahs for the Bolan Pass, by which route they reach the rail sooner. This fact is mainly responsible for the decrease in imports, more than half the total falling off being attributable to this route. The decrease in exports is entirely confined to the Kurram route, where the falling off has been already explained.

Hides of cattle (— Rs. 1,80,000) and skins of sheep and goats (— Rs. 1,83,000) are the largest items of decrease in imports, wool, tobacco, drugs, horses and fruits coming next. Of these the decrease in wool, tobacco and fruits is referable to the diversion of trade to the Bolan Pass, and that in horses to the stricter enforcement of restrictions on export in Afghanistan. Diminution of stock with decreased mortality is the reason assigned for the items of skins and hides.

The decreases in exports are mainly in piece-goods, both Indian and European, but most of it reappears in the figures for the Turis, though there is still some decrease which is attributed to the high prices ruling in the Indian markets.

Silver has been excluded from all the above comparisons. The export of silver remained almost uniform with last year, but there was a remarkable increase of Rs. 7,86,000 in imports, for which no definite reason can be assigned. The import is in coined rupees, and comes *via* the Khyber.

Dir, Swat and Bajaur.

118. Trade with Dir, Swat and Bajaur shows a decrease of 17 lakhs, of which nearly 13 lakhs is referable to imports. Ghi, rice, skins and hides are the largest items. The total decrease was largely due to the unsettled state of the Mohmand border, while poor crops and the prevalence of disease also operated to restrict the imports. The decrease in exports is mainly in the item "piece-goods."

Boner.

119. The trade with Boner shows an increase of nearly one lakh. This is distributed over most heads of both export and import, and is simply indicative of steady progress.

Waziristan.

120. The total trade registered with Waziristan amounted to Rs. 4,68,962. The figures for Southern Waziristan, however, represent the period from 1st October 1908 only. Wood, wool, mats, sheep and goats, hides and fruit were the main items of import, and piece-goods, salt, wheat and other crops accounted for most of the exports.

Turis of Kurram.

121. The total trade with the Turis for 11 months was Rs. 12,60,263, of which Rs. 9,86,401 were exports.

The articles imported were food-grains, fruits, hides and skins, while those exported were mainly piece-goods, but also included some leather, sugar, salt and manufactured articles.

The majority of this Turi trade of nearly 13 lakhs had previously been included in the Afghan figures, and as this trade has been excluded from comparisons between this year and last, the year's figures are somewhat fallacious. Probably the total diminution of trade shown in the first paragraph of this article as 25 lakhs is not really much more than half that amount, though it is impossible to give exact calculations. The year's decrease may thus be said to be entirely attributable to the decline in trade with Dir, Swat and Bajaur.

Tea.

122. The exports of both Indian and foreign tea again show a steady decrease.

Salt.

123. The exports of salt show a decrease of over one lakh, but half of this is only apparent, the figures cut off the Afghan trade re-appearing in the Turi exports which have been excluded. The true decrease is entirely in the export to Dir, Swat and Bajaur, and has already been explained.

8. Public Works.

[Further details will be found in the Provincial Reports of the North-West Frontier Province for 1908-09.]

Expenditure.

124. The total expenditure on Civil Works during the year amounted to Rs. 20,66,106 as against Rs. 16,61,008 last year.

Works during the year.

125. The principal works carried out in each district during the year were as follows:—

A.—BUILDINGS.

(1) *Kohat*.—The construction of the new Militia post at Wuchdarra was completed, improvements were carried out in the Samana Rifles' Lines at Hangu, the quarters for the Adjutant at the same place were completed, and office accommodation was provided for the Political Agent at Parachinar. A commencement was also made in constructing a Treasury at Kohat and a house for the Head Clerk of the Deputy Commissioner's Office and in enlarging the Police Lines.

(2) *Peshawar*.—Construction of an office, &c., for the Superintendent, Archaeological Survey, Frontier Circle, at Peshawar and of a Farm Office with godowns and quarters for the experimental farm at Lalla, and the duplication of the Electric Light plant at Government House, Peshawar.

Progress was continued in the construction of new court-houses, a storehouse and Treasury for the Deputy Commissioner's office, of a house with offices for the Sessions Judge, and of two blocks of hospital buildings in the Police Lines. An extension of the water-supply for the Khyber Rifles at Landi Kotal was also effected.

(3) *Bannu*.—Construction of a 2nd class Rest House at Hawed and adaptation of the Settlement Officer's bungalow for use as a Rest House.

Progress was continued in the construction of a new Police Station at Miran and in the conversion of the old Circuit House into a bungalow for the Commandant, Border Military Police.

(4) *Abbottabad*.—Construction of an additional barrack in the Jail and additions to the Dâk Bungalow.

Progress was continued in the construction of a Police Station in addition to the Police Lines at Abbottabad and in the erection of a new Civil Hospital, Rest House and clerks' quarters in Nathiagali.

(5) *Dera Ismail Khan*.—Construction of a Civil and Militia post at Jandola, a Police Station at Paharpur, and a Police Inspector's quarters at Dera Ismail Khan, and additions to the Rest House at Murtaza. Progress was made with additions to the Post Office.

B.—COMMUNICATIONS.

(1) *Kohat*.—Progress was made with re-metalling the Hangu-Thal road.

(2) *Peshawar*.—The roadway over the Gulabad boat-bridge is being widened to 9 inches, and the work is nearly finished.

(3) *Bannu*.—Construction of a causeway and two embankments in the Chingoshta Nullah on the Kohat-Bannu road and of a paved causeway with embanked roadway south of the Chingoshta on the same road. The construction of a metalled road outside Bannu Cantonments to link the roads leading to Kohat and Dera Ismail Khan was almost completed.

(4) *Abbottabad*.—Re-building various small bridges on the Hazara Trunk Road with steel girders.

(5) *Dera Ismail Khan*.—Conversion of a gap on the Dera-Tank-Murtaza road into a 6-span bridge, construction of a 2-span bridge on the Murtaza-Wana road, construction of a dam near Hathala to protect the Dera-Tank road, and completion of the small culverts on the road between Dera and Zam Chaudwan.

(6) *General*.—The Province labours at present under great disabilities owing to the poverty of communications by both railway and road, but especially the former. The high prices which have recently ruled should indicate a great advance in prosperity, but this is largely discounted by the difficulty which is found in bringing surplus produce on to the general Indian Railway system, and at present the money-lending class, who have more resources for combating the difficulty, are enabled to reap the majority of the gain to the prejudice of the agriculturists. The matter has engaged and is engaging careful attention, and it is proposed to submit a separate comprehensive report on the needs of the Province. It will suffice here to deal very briefly with the question.

A.—Railways.—The decision on the proposed narrow gauge line from Kohat via Bannu to Dera Ismail Khan (which is now being surveyed) is awaited with intense interest by the people, who are fully alive to the advantages of contact with the Indian markets. This is the scheme on which all

other proposals must depend, for it is the most pressing need of the Province, and should it not be sanctioned, all available money must be expended to provide some substitute. Though the most important, it is, however, by no means the only need. The proposal for a railway to join Abbottabad to the main line has long been under consideration, and its want is so felt that small private capitalists are beginning to consider the question of attempting to raise the funds to construct it. The conversion of the narrow gauge line from Nowshera to Dargai to the standard gauge and of constructing narrow gauge feeder lines to it from Swabi and Bazai is another project which merits consideration, and which will increase in importance with the completion of the Upper Swat River Canal.

B.—Roads.—Except in the Peshawar District (where also innumerable improvements suggest themselves) communication by road is in an embryonic state throughout the Province, and the requirements are so numerous and extensive that it must be a matter of many years before the bare necessities of commerce are satisfied. At present the other districts not only possess very few roads at all, but many, if not most, of the existing ones were obviously constructed mainly for strategical purposes. The improvement of communications in the Province and their adaptation to commercial development is one of the most pressing questions of the times, and is unfortunately one which demands a lavish expenditure of money.

9. Irrigation.

[Further information will be found in the Administration Report of the Canals in the North-West Frontier Province for the year 1908-09.]

A.—LOWER SWAT RIVER CANAL.

Expenditure.

126. The expenditure on Capital Account was Rs. 23,272 as against Rs. 11,991 last year, and was incurred in constructing new mills and on the Rashkai Drainage Scheme. That on Extensions and Improvements rose from Rs. 1,619 to Rs. 9,049, the works undertaken being the construction of 13 *patwarkhanas*, making plantations and sowing spoil banks of the main canal. That on Maintenance and Repairs rose from Rs. 30,258 to Rs. 32,989.

Results.

127. The irrigated area increased from 149,331 to 159,627 acres, and the profits of the year amounted to Rs. 4,44,526, or 10·47 per cent. on the capital invested as compared with 10·72 per cent. last year. The rainfall was 28·54 inches, the normal being 14·75.

B.—KABUL RIVER CANAL.

Expenditure.

128. The expenditure on Capital Account was Rs. 2,683 as against Rs. 39,958 last year, and was incurred in completing the Hazar Khani Branch and extending the Amankot drains. That on Extensions and Improvements fell from Rs. 2,221 to Rs. 1,806, the works undertaken being surveys in connection with the extension of the Hazar Khani Branch and improving the compound of the Inspection House at Peshawar. That on Maintenance and Repairs fell from Rs. 45,735 to Rs. 28,907.

Results.

129. The year's profits amounted to Rs. 1,32,481, or 12·79 per cent. on the capital invested as compared with 2·57 per cent. last year. The increase is due to the credit of large arrears of land revenue during the year and to the diminution of Capital and Working expenses owing to the completion of the Hazar Khani Branch on which irrigation is expanding. The rainfall was 17·26 inches, the normal being 10·49.

C.—PAHARPUR CANAL.

Expenditure.

130. The expenditure on Capital Account amounted to Rs. 2,05,134, and was incurred in constructing 9 hill torrent crossings and 6 foot-bridges on the main canal and 3 on the Kot Hafiz distributary. That on Maintenance and Repairs was Rs. 11,813.

131. The area irrigated was 16,636 acres, being an increase of 3,759 acres. The supply in the river was favourable, and the canal was in flow throughout the year, except for 52 days, when it was closed owing to insufficient demand. The realizations amounted to Rs. 20,016, which left a net revenue of Rs. 4,213 as against a loss of Rs. 10,774 last year. The rainfall was 12.5 inches as against 8.1 last year.

D.—UPPER SWAT RIVER CANAL.

132. The expenditure on Capital Account was Rs. 11,20,006. The alignment taking off the river at Chakdarra was laid out, approved and commenced, but serious difficulties arose in connection with graveyards, which the line could not have avoided except at a prohibitive cost. An entirely new alignment having its headworks at Amandarra, about 3 miles below Chakdarra, was therefore surveyed and estimated. This line is 4 miles shorter, and is cheaper than the abandoned high level alignment. The Malakand tunnel on the low level alignment is 11,000 feet long as compared with 9,000 feet on the high level line, but the approach to the former is easy. Work on the pitched channel between Malakand and Dargai was started under tribal contractors.

E.—CANALS NOT UNDER DEPARTMENTAL MANAGEMENT.

[Further information will be found in the Provincial Land Revenue Report for 1907-08.]

133. The Michni-Dilazak (a District Board Canal) in Peshawar General continued to work well. The gross income showed a slight falling-off of Rs. 598 owing to a decrease in the area sown, but the net profit during the year was 25 per cent. on the capital expenditure. During the past five years net profits aggregate Rs. 31,654, a sum considerably in excess of the capital expenditure up to date, which is only Rs. 27,417. The Paharpur Canal in Dera Ismail Khan is making steady progress, having irrigated nearly 14,000 acres as against 4,000 last year. The gross income amounted to Rs. 17,883.

134. General satisfaction is expressed at the working of the Punjab Canals' Act. Minor Canals Act, which was extended to the Province during the year, and other canals are being brought under the scope of its provisions as occasion arises.

F.—MINOR IRRIGATION WORKS.

135. The grant for the year was Rs. 45,000, of which Rs. 25,000 was sanctioned in the Civil Department Budget for works to be carried out by district officers; this grant was fully utilized. Rs. 20,000 was allotted in the Irrigation Department Budget for larger works to be executed by the Public Works Department, of which Rs. 8,000 was utilized and Rs. 12,000 lapsed owing to various constructive difficulties in some of the larger projects.

CHAPTER V.

REVENUE AND FINANCE.

A. Gross Revenue.

[Further details and statistics will be found in the Finance and Revenue Accounts of the Government of India for 1908-09.]

136. The following statement compares the receipts, expenditure and closing balances under the various heads of Revenue for 1907-08 and 1908-09. The figures of receipt and expenditure do not include opening and closing balances:—

HEADS.	RECEIPTS.		EXPENDITURE.		CLOSING BALANCE.	
	1907-08.	1908-09.	1907-08.	1908-09.	1907-08.	1908-09.
Imperial Revenue (Civil) ...	Rs. 38,97,162	Rs. 38,70,656	Rs. 68,42,228	Rs. 71,82,485	Rs. ...	Rs. ...
" (P. W. D.) ...	27,485	28,963	10,61,008	20,66,106	...	...
Local Funds—						
Incorporated ...	3,45,545	...	3,20,931	...	96,916	...
Excluded ...	3,77,021	7,78,599	8,81,693	7,22,192	1,41,293	2,93,554
Municipal Revenue ...	7,20,050	7,70,276	6,63,649	7,36,722	2,33,420	2,66,574
Total ...	53,68,163	54,48,194	93,68,909	1,07,07,505	4,71,629	5,60,528

B.—Imperial Revenue and Finance.

137. Details of Imperial Revenue and Expenditure are shown below:—

REVENUE.	1907-08.	1908-09.	EXPENDITURE.		1907-08.	1908-09.
			Rs.	Rs.		
I.—Land Revenue ...	22,59,584	23,42,121	1.—Refunds and Drawbacks ...	24,553	87,388	
II.—Opium ...	17,221	18,641	2.—Assignments and Compensations.	19,778	19,542	
IV.—Stamps ...	4,67,026	4,80,447	3.—Land Revenue ...	5,98,369	5,57,470	
V.—Excise ...	2,59,700	2,80,548	6.—Stamps ...	18,934	20,467	
VI.—Provincial Rates ...	2,382	9,074	7.—Excise ...	7,099	8,140	
VII.—Customs ...	...	...	10.—Assessed Taxes ...	865	948	
VIII.—Assessed Taxes ...	1,27,991	1,29,808	11.—Forest ...	88,312	81,403	
IX.—Forest ...	2,38,490	1,22,782	12.—Registration ...	8,861	9,507	
X.—Registration ...	33,001	36,928	13.—Interest on ordinary Debt ...	...	...
XII.—Interest ...	13,048	12,939	14.—Interest on other Obligations ...	...	...
XIII.—Post Office ...	...	...	15.—Post Office ...	...	...
XVI.A.—Law and Justice—Courts of Law.	84,104	92,771	18.—General Administration ...	2,70,617	3,15,341	
XVI.B.—Law and Justice—Jails.	19,753	17,846	19 A.—Law and Justice—Courts of Law ...	5,14,023	5,43,076	
XVII.—Police ...	73,323	70,893	19 B.—Law and Justice—Jails ...	1,17,031	1,35,444	
XIX.—Education ...	496	484	20.—Police ...	13,30,098	15,03,270	
XX.—Medical ...	2,607	1,271	22.—Education ...	60,838	1,02,032	
XXI.—Scientific, &c. ...	218	185	23.—Ecclesiastical ...	35,848	35,384	
XXII.—Receipts in aid of Superannuation, &c.	21,004	15,050	24.—Medical ...	1,21,065	1,56,566	
XXIII.—Stationery and Printing.	7,803	7,237	25.—Political ...	26,99,818	32,38,813	
XXV.—Miscellaneous ...	97,416	1,24,408	26.—Scientific ...	42,777	82,722	
XXIX.—Major Works ...	52,568	...	27.—Territorial and Political Peuniions.	58,675	63,274	
XXX.—Minor Works ...	...	...	29.—Superannuation allowances, &c.	1,22,113	1,18,786	
XXXI.—Civil Works ...	1,18,833	95,223	30.—Stationery and Printing ...	68,898	69,339	
Total ...	38,97,162	38,70,656	32.—Miscellaneous ...	17,102	28,638	
PUBLIC WORKS DEPARTMENT (ROADS AND BUILDINGS)—			33.—Famine Relief ...	...	1,162	
XXXIX.—Civil Works ...	27,485	28,963	42.—Major Works ...	...	...
PUBLIC WORKS DEPARTMENT (IRRIGATION)—			43.—Minor Works ...	19,474	22,686	
XXXIX.—Major Works ...	7,10,994	8,10,140	45.—Civil Works ...	1,01,980	80,593	
XXX.—Minor Works and Navigation.	...	...	Total ...	63,42,228	71,82,485	
SALT DEPARTMENT ...	4,54,629	4,57,806	PUBLIC WORKS DEPARTMENT (ROADS AND BUILDINGS)—			
GRAND TOTAL ...	50,90,270	51,67,565	45.—Civil Works ...	16,61,008	20,66,106	
			PUBLIC WORKS DEPARTMENT (IRRIGATION)—			
			42.—Major Works ...	4,35,468	4,28,065	
			43.—Minor Works and Navigation.	...	...
			SALT DEPARTMENT ...	82,731	82,828	
			GRAND TOTAL ...	85,21,405	97,59,474	

C. Local Funds.

138. The accounts of these Funds, with the exception of those of the Famine Fund, continue to be audited on the spot by a staff of peripatetic auditors.

The transactions of District Funds have been excluded from the General Accounts of the Government of India with effect from the 1st April 1908 under the orders of the Government of India in their Financial Department Resolution No. 6902-A., dated the 19th November 1907. There are therefore no longer any "Incorporated Local Funds."

LOCAL FUNDS.

District Funds.

139. There are five such funds, one in each district, the transactions of which are as shown below:—

Name of Fund.	Opening Balance.	Receipts.		Total.	Payments.	Closing Balance.
		Rs. A. P.	Rs. A. P.			
Peshawar	36,592 15 1	1,54,587 8 11	1,91,180 8 0	1,42,965 1 8	48,215 6 4
Hazara	22,943 14 4	64,213 4 11	87,157 3 3	75,021 0 9	12,186 2 6
Kohat	4,796 8 3	35,680 5 2	40,482 13 5	33,892 10 5	6,790 3 0
Bannu	10,932 2 8	48,430 14 3	59,363 1 2	36,793 13 6	22,569 3 8
Dera Ismail Khan	22,600 10 4	53,273 1 4	75,879 11 8	46,827 15 10	29,051 11 10
Total	...	97,872 2 8	3,56,191 2 10	4,54,063 5 6	3,35,300 10 2	1,18,762 11 4

The actual total receipts amounted to Rs. 3,56,191-2-10 as compared with Rs. 3,37,659-11-3 during the previous year, while the total payments amounted to Rs. 3,35,300-10-2 compared with Rs. 3,09,204-14-5.

The expenditure of the Peshawar, Kohat, Hazara and Dera Ismail Khan Boards exceeded the estimate. The actual total income and expenditure of all the funds exceeded the estimates by Rs. 45,780 and Rs. 14,096 respectively.

All the funds opened and closed with credit balances exceeding the prescribed minimum. The expenditure has been incurred on objects authorized by Act XX of 1883 of the Punjab Government and the rules and orders thereunder.

Cantonment Funds.

There are nine such funds. Their transactions compared with the previous year are shown in the subjoined statement:—

Name of Fund.	Opening Balance.	Receipts.		Total.	Payments.	Closing Balance.
		Rs. A. P.	Rs. A. P.			
Abbottabad	...	960 7 8	33,400 11 9	34,370 3 5	30,594 15 0	9,775 4 5
Peshawar	...	22,077 15 11	1,18,694 14 4	1,38,612 14 3	1,09,810 5 5	29,302 8 10
Nowshera	...	17,580 10 10	69,819 3 2	87,399 13 2	78,090 8 4	9,309 4 10
Mardan	...	1,164 6 9	6,804 6 8	8,028 13 5	8,766 13 0	1,262 0 5
Chort	...	1,782 11 4	7,843 4 11	9,576 0 5	8,409 6 10	1,166 9 5
Kohat	...	8,052 0 6	10,471 14 4	22,523 14 10	21,574 4 1	949 16 9
Edwardesabad	...	602 6 9	19,644 5 4	20,646 12 1	15,617 8 11	4,929 3 2
Dera Ismail Khan	...	421 8 10	17,820 4 5	18,250 8 3	18,250 8 3	...
Nowshera	...	5,997 2 8	25,478 9 4	31,476 12 0	26,859 1 7	5,111 10 5
Total (1908-09)	...	69,889 1 5	3,16,890 10 3	3,70,779 11 8	3,14,973 7 5	55,806 4 3
Total (1907-08)	...	67,422 14 7	2,05,941 8 6	3,33,864 7 1	2,79,475 5 8	53,889 1 5

Cantonment Hospital Funds.

There are three such funds in the North-West Frontier Province, and their transactions compared with those of the previous year are shown below:—

Name of Fund.	Opening Balance.	Receipts.		Total.	Payments.	Closing Balance.
		Rs. A. P.	Rs. A. P.			
Peshawar ... ... ...	... ...	6,229 7 1	6,229 7 1	6,229 7 1	6,229 7 1	... ...
Nowshera ... ... ...	... ...	5,801 8 5	5,801 8 5	5,801 8 5	5,403 12 2	197 12 3
Cherat	— 0 0 5	1,783 1 1	1,783 0 8	1,783 0 8	1,780 9 9	22 6 11
Total (1908-09) ...	— 0 0 5	12,814 0 7	12,814 0 2	12,814 0 2	13,393 13 0	220 3 2
Total (1907-08) ...	... ...	12,864 2 1	12,864 2 1	12,864 2 1	12,864 2 6	— 0 0 5

Town and Bazar Funds.

The Hill Location and Sanitary Fund in the Hazara District is the only fund so called. It opened with a balance of Rs. 1,380-4-8; the receipts amounted to Rs. 1,069-1-11 as compared with Rs. 658-10-11 in the preceding year, and the payments to Rs. 655-2-11 against Rs. 484-14-0 in the previous year, and the closing balance was Rs. 1,794-3-8.

Police Funds.

These are branches of the Police Remount Fund under the control of the Inspector-General of Police. Their transactions are shown in the subjoined statement:—

Name of Fund.	Opening Balance.	Receipts.		Total.	Payments.	Closing Balance.
		Rs. A. P.	Rs. A. P.			
Peshawar	3,652 3 5	2,325 8 7	5,977 12 0	5,977 12 0	3,581 3 5	2,396 8 7
Hazara	— 525 2 6	719 8 0	194 5 6	194 5 6	1,047 14 10	— 853 9 4
Kohat	863 0 1	378 1 7	1,241 1 8	1,241 1 8	170 1 0	1,071 0 8
Bannu	— 212 4 2	647 4 4	435 0 2	435 0 2	524 0 9	— 89 0 7
Dera Ismail Khan	— 838 7 2	1,099 6 1	260 14 11	260 14 11	1,530 7 0	— 1,269 8 1
Total (1908-09) ...	2,939 5 8	5,169 12 7	8,109 2 3	8,109 2 3	6,853 11 0	1,255 7 3
Total (1907-08) ..	1,054 2 1	7,899 6 4	8,953 8 5	8,953 8 5	6,014 2 9	2,939 5 8

Rs. 7,640-12-8 have been shown as receipts of the Border Military Police Remount Fund, and the same amount appears on the payment side. This adjustment seems to have been made by the Treasury to rectify the original erroneous credit, as no such fund actually exists in the North-West Frontier Province.

Public Works Funds.

These funds, known as the Canal Clearance Funds, exist in three districts. Their transactions are shown below:—

Name of Fund.	Opening Balance.	Receipts.		Total.	Payments.	Closing Balance.
		Rs. A. P.	Rs. A. P.			
Peshawar	46,643 2 9	31,199 14 10	77,843 1 7	77,843 1 7	27,981 10 8	49,861 6 11
Bannu	9,212 8 1	16,771 9 3	25,984 1 4	25,984 1 4	8,950 0 4	22,034 1 0
Dera Ismail Khan ...	20,580 13 3	10,986 10 9	31,567 8 0	31,567 8 0	10,776 0 11	20,791 7 1
Total (1908-09) ...	76,436 8 1	58,958 2 10	135,394 10 11	135,394 10 11	42,707 11 11	92,686 15 0
Total (1907-08) ...	70,257 0 4	84,785 4 2	155,042 4 6	155,042 4 6	78,605 12 5	76,436 8 1

Agror Accumulation Fund.

The nature of this fund was explained in previous reports. The sum of Rs. 52,800 on account of the surplus balance of the Agror Estates has been invested in Government Promissory Notes in the name of the Deputy Commissioner, Hazara. The interest on this investment is credited to this fund. The opening balance was Rs. 3,218-4-0; the receipts amounted to Rs. 1,886-5-0 as compared with Rs. 1,863-15-0 in the previous year, and payments to Rs. 1,019-8-0 against Rs. 966. The closing balance was Rs. 4,085-1-0.

Famine Fund.

This fund exists only in the Dera Ismail Khan District. There were no transactions during the year. It opened and closed with a balance of Rs. 181-8-0.

Chaukidari Clothing Fund.

This fund exists in the Hazara District only, and was started from the year 1906-07. The opening balance was Rs. 1,077-2-6; the receipts amounted to *nil* as compared with Rs. 853-12-3 in the previous year, and payments to Rs. 970-8-0 as compared with Rs. 8,299-15-0 in the previous year. The closing balance was Rs. 106-15-6.

Saddana or Embankment Fund.

This fund exists in the Dera Ismail Khan District, and it was sanctioned in the year 1906-07. The opening balance was Rs. 2,154; the receipts amounted to Rs. 22,820-10-9 and the payments to Rs. 6,318-3-6. It closed with a balance of Rs. 18,656-2-3. In the previous year the receipts amounted to Rs. 2,154, and there was no expenditure.

Municipal Funds.

These are sub-divided into Municipalities proper and Notified Areas. There are altogether eight Municipalities and five Notified Areas in the North-West Frontier Province.

Their transactions are as noted below:—

Name of Fund.	Opening Balance.	Receipts.	Total.	Payments.	Closing Balance.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Municipalities ...	2,13,293 1 1	7,40,102 6 2	9,56,395 7 3	7,09,834 15 0	2,46,560 8 3
Notified Areas ...	20,127 1 8	27,173 8 7	47,300 10 3	26,887 8 10	20,413 1 5
Total (1908-09)	2,33,420 2 9	7,70,275 14 9	10,03,696 1 6	7,36,723 7 10	2,66,973 9 8
Total (1907-08)	1,76,119 2 7	7,20,950 4 2	8,97,069 6 9	6,69,649 4 0	2,33,420 2 9

All the Municipalities and Notified Areas opened and closed with credit balances, and none of the closing balances fell below 10 per cent. of the receipts during the year under report.

CHAPTER VI. VITAL STATISTICS & MEDICAL SERVICE.

1. Details of Census.

(See page 61 of the Report for the period 9th November 1901 to 31st March 1903.)

2. Vital Statistics.

[Further details will be found in the Sanitary Administration Report of the Province for 1908 (Commercial Press, Peshawar) and in the Statistics of British India.]

Births and deaths.

140. There was an increase of 9,000 in the number of births recorded in the North-West Frontier Province as compared with the previous year. The birth-rate of 1907 was very low on account of the prevalence of malaria in the preceding autumn, and the figure of the present year shows a return to the normal. The increase was shared by all the five settled districts of the Province.

The birth-rate per mille of the population was 37.30 as against 35.10 last year. Bombay and Madras alone of the other provinces show lower birth-rates.

The increase in deaths was about 1,300, the death-rate being raised to 35.8 as against 35.1 last year.

Chief diseases.

141. The year under report was a bad one owing to the prevalence of cholera, the deaths from which disease amounted to 2,845 as against only 266 last year. This is the highest figure recorded since the formation of the Province. Peshawar was the first district attacked, and the disease was clearly traced to a man who had returned from Hardwar, where he had been attending on a friend suffering from the disease. Bannu was then attacked, but here the source of infection could not be located. A few cases also occurred in the districts of Kohat and Dera Ismail Khan, and the disease was very severe in the Kurram, Tochi and Swat Agencies and amongst the independent tribes. There was a small but satisfactory decrease in the deaths from small-pox—734 as against 769 last year. There were only 563 deaths from plague as compared with 1,547 last year, and the disease entirely disappeared in July.

3. Sanitation.

[Further details will be found in the Sanitary Administration Report of the Province for 1908 (Commercial Press, Peshawar).]

142. No sanitary works of any magnitude were carried out during the year, but a great advance in sanitation has been made by the cities of Peshawar and Dera Ismail Khan owing to the entertainment by them of Assistant Surgeons as Assistant Health Officers, a measure rendered possible by the special grants placed at their disposal for sanitary improvements with the special object of combating plague.

4. Medical Relief.

[Further details will be found in the Provincial Report on Dispensaries for 1908 (Commercial Press, Peshawar) and in the Statistics of British India.]

Hospitals and persons treated.

143. The year under report closed with 75 dispensaries of all kinds as against 68 in the previous year. Three of the new institutions are Canal dispensaries, and were opened on account of work having commenced on the Upper Swat River Canal; one is a Mission dispensary opened by Dr. Pennell at Thal in

the Kohat District, and the remaining three are Local Fund dispensaries, which have been opened at Garhi Habibulla in the Hazara District and at Paroa and Tank in the Dera Ismail Khan District.

The number of admissions to hospitals rose from 10,097 in 1907 to 10,198 in 1908, while the number of out-door patients treated rose from 565,639 to 654,763, making an increase of over 89,000 patients in all.

144. The number of operations performed was almost the same as Operations last year.

145. The income of dispensaries rose by Rs. 21,294 and the expenditure by Rs. 16,826 during the year.

146. Considerable difficulty has been experienced in matters relating to the personnel of the Medical Service in all grades from Civil Surgeons down to apprentice compounders on Rs. 6 per mensem. In the case of Civil Surgeons the difficulty is that there are only three appointments amongst five settled districts. Bannu and Kohat are administered by Military Medical Officers holding collateral charge of the heavy and responsible duties of Civil Surgeon, and owing to the exigencies of the Indian Medical Service it is not unusual for these officers to be transferred eight or ten times in the course of a year. No argument is needed to explain that this does not tend towards efficiency; the subordinates (already discontented with their prospects and difficult to recruit) feel that an officer whose average tenure of appointment is about two months cannot possibly form any reliable estimate of their work, the officer in charge is unable owing to his military duties to tour as freely as is desirable for the inspection of his outlying dispensaries, and even for the head-quarters' duties it is most undesirable that an officer should be appointed without the prospect of remaining for some considerable time. Each of these districts contains a municipality, a jail and all the elaborate machinery of a district of the Punjab, and in the latter Province the system of collateral charges has been abolished except in the one case of Kasauli, where there is no jail. The necessity for whole-time Civil Surgeons for Kohat and Bannu is becoming increasingly apparent, and the question cannot be much longer deferred.

The subordinate grades suffer from the poor prospects of the service and consequent difficulty in recruitment. The Assistant Surgeon grade have as their main grievance the absence of a senior grade in this Province and the fact that no appointments as Civil Surgeon are set apart for them as is done in the Punjab. Since the conclusion of the year this matter has been reported to the Government of India, and sanction has been received to the addition of one appointment of the senior grade to the Provincial cadre, which should go some way towards removing these grievances.

As usual, however, the next class, Hospital Assistants, is the one in which most difficulties have been experienced, and the service is considerably under strength. Past experience has shown that this difficulty is best met by the foundation of scholarships (from both Imperial and Local Funds) at the Lahore Medical College for the training of young men from this Province, who in return bind themselves to serve five years in the Province on completion of their training, and, as noticed in the article on District Boards, a combined Provincial scheme for the furtherance of this plan was worked out during the year.

Considerable difficulties have also been felt in recruiting compounders on account of the miserable pay and prospects of the service, the unpopular places in which they are frequently obliged to serve, and the comparatively high qualifications demanded from them. These qualifications it has lately often been found necessary to ignore altogether, since literate men will not accept service which is worse paid than ordinary coolie labour and which holds out no prospects for the future, and the question of improving this service is now under consideration.

5. Vaccination.

[Further details will be found in the Provincial Report on Vaccination for 1908-09 and in the Statistics of British India.]

General.

147. The number of persons vaccinated was 91,368 as compared with 90,855 in the previous year. It is satisfactory to note that vaccination figures in Chitral are included for the first time, 3,276 operations having been performed by two Chitralis who had been specially trained for the purpose. The figures for the Shirani country too are almost double those for the preceding year. There was a falling off in the figures for the Kurram and Tochi Agencies, due to political unrest, and in the latter place also to a change of Vaccinators.

Establishment.

148. The average strength of Vaccinators employed was 35 as against 33 last year.

Finance.

149. The total cost of the Department was Rs. 12,575 as compared with 12,200 last year. Of this Rs. 10,768 were paid by Local Bodies and the remainder by Government.

CHAPTER VII. INSTRUCTION.

1. General system of Public Instruction.

(See page 69 of the Report for the period 9th November 1901 to 31st March 1903.)

2. Education.

[Further information will be found in the Report on Public Instruction in the North-West Frontier Province for 1908-09 and in the Statistics of British India.]

150. The number of public educational institutions decreased from 309 ^{Educational Institutions.} to 307 during the year, it being found necessary to close several Primary Schools in outlying parts of the Kohat District where education is still unpopular. There was a further decrease of 13 in the number of private institutions. The number of children under instruction fell from 29,243 to 28,891, the decrease being, however, limited to private schools. The proportion of children in receipt of education to those of school-going age was 8.7 as against 8.8 last year. In this respect Bannu and Dera Ismail Khan showed some improvement, Peshawar was stationary, while Kohat and Hazara showed a decrease.

151. During the year Rs. 3,19,124 were expended upon public instruction ^{Finance.} compared with Rs. 2,69,602 last year. This expenditure comprised Rs. 80,152 from Imperial Revenues, Rs. 82,926 from District Funds, Rs. 54,587 from Municipal Funds, and Rs. 40,108 realized from fees. The cost of maintaining scholarships rose from Rs. 7,776 to Rs. 8,460, or 2.7 per cent. of the total expenditure.

152. Of 9 candidates for the Intermediate Examination 6 were ^{Public Examinations.} successful as against 2 out of 15 in the preceding year. 90 out of 190 candidates passed the entrance examination of the Punjab University as against 82 out of 227 last year. 55 boys (compared with 48) passed the Vernacular Middle School Examination. 822 boys and 37 girls passed the Upper Primary Examination as against 795 and 30 in the previous year.

153. The number of students at the Edwardes Church Mission College Colleges. was again 22.

154. The number of schools under District Boards fell from 222 to 220 ^{District Board Schools.} as explained in paragraph 150. Of these 12 were secondary and 208 were primary. The following statement shows the proportion of the gross expenditure on education in each district to the minimum demandable :—

	1907-08.	1908-09.
Peshawar	...	80.5
Hazara	...	82.9
Kohat	...	124
Bannu	...	94.5
Dera Ismail Khan	...	80.1
		76

The management of District Board Schools continued satisfactory. The maintenance of school libraries requires attention, as (in the Peshawar and Bannu districts) does the proper maintenance of school buildings.

155. There was a continued improvement in Municipal Board Schools, ^{Municipal Board Schools.} and expenditure increased in all districts except Bannu.

Secondary
Schools for
Boys.

156. There were 12 Anglo-Vernacular High Schools, 4 Anglo-Vernacular Municipal Board Schools, and 11 Vernacular Municipal Board Schools, the Teri Primary School having been raised to this status during the year. Attendance increased from 5,974 to 6,179, the number of agricultural students rising from 2,245 to 2,396.

Primary Schools
for Boys.

157. The number of Public Primary Schools for boys was 254 as against 256 last year. 212 as compared with 215 of these were District Board Schools. Zamindari Schools fell from 22 to 20; these schools are not generally popular, and attempts are being made to gradually convert them to Primary Schools. The attendance at Primary Schools rose from 11,274 to 11,378, and the total attendance, including boys reading in Primary departments of Secondary Schools, increased from 15,506 to 15,776, amongst whom were 9,193 agriculturists as against 9,204. 43 indigenous schools were examined for grants as against 41.

Training
Institutions.

158. There is no local institution for training teachers for Secondary Schools, but 8 seats were kindly allotted to the Province by the Principal of the Government Central Training College, Lahore. Three men were also sent on stipends to the same institution, the results being most satisfactory. Three men passed the Senior Anglo-Vernacular Examination, 1 the Senior Vernacular Examination, and 6 the Junior Anglo-Vernacular Examination. Good progress was made at the Normal School in Peshawar. There were only 51 stipendiaries present out of 60 stipends available, the stipends offered being small and there being a great demand for middle-passed men for employment as Patwaris. Results however were good, 27 out of 28 competitors passing the Punjab Junior Vernacular Certificate Examination. The conduct of the students was satisfactory and their health good. Gymnastics and physical training are improving, but progress is delayed by the fact that the new buildings and play ground are not yet ready. The Model School attached to it musters 75 pupils, and is doing good work. Out of 422 teachers employed in Primary Schools for boys during the year 151 were trained and certificated as against 142 last year, while 238 possessed neither of these qualifications.

Female
education.

159. The attendance at the Arya Kanaya Patshala in Dera Ismail Khan (the only Secondary Girls' School) again increased from 211 to 267, three candidates passing the Middle Standard Examination, as did one private pupil from the same district. 37 and 55 girls passed the Upper and Lower Primary Examinations respectively as against 30 and 55 last year. The total number of girls under instruction fell from 3,204 to 3,151, and as usual the indifference of Muhammadans to female education was very marked, though there are a few encouraging exceptions amongst the leading men, one of whom actually sends his daughters to a Boys' School, there being no Girls' School available. The number of Muhammadan girls under instruction too has risen from 1,408 to 1,484.

Muhammadan
education.

160. The number of Muhammadan boys at public institutions rose from 11,775 to 11,790, 691 passing public examinations. There was a further decrease of 370 in the attendance at Private Schools. The percentage of Muhammadan boys at school to those of school-going age was 11.5 compared with 45.4 and 27.9 in the case of Hindus and Sikhs respectively. Only 4 per cent. of Muhammadan boys of school-going age were in receipt of secondary education compared with 5.3 and 2.6 for Hindus and Sikhs.

Private Schools.

161. There was a further decrease of 13 in the number of schools which do not accept departmental standards, and the number of Mahajani Schools fell from 16 to 7.

Education in
the trans-
Border
Agencies—
Kurram.

162. The number of public schools in Kurram remained stationary, attendance falling from 463 to 438. Ten students passed the Upper Primary Examination. Expenditure was Rs. 5,009, of which Imperial Funds contributed Rs. 4,477.

Tochi.

163. Attendance at the 6 schools in Tochi increased from 166 to 185, and 5 boys passed the Upper Primary Examination. The expenditure (Rs. 2,178) was defrayed from Imperial Revenues.

164. The attendance at the Drazinda Primary School was 12 only. Sherani
Country.

165. The attendance at the 5 Primary Schools in the Khyber fell from 79 to 61. Khyber.

166. Education is making steady but slow progress; the facilities General. afforded are not keeping pace with the growing appreciation of the benefits of education, and there is a very general desire for their extension. Especially in the Bannu, Hazara and Dera Ismail Khan districts many more schools are required. With the gradual increase in the number of trained teachers the methods of instruction too are improving, but here again progress is very slow. The results of examinations were encouraging.

The educational machinery of the Province requires a thorough overhauling: perhaps the worst feature at present is the miserable position of teachers in Primary Schools, who are wretchedly paid and have no promotion to look forward to nor prospects of any kind; but the higher Inspecting staff is also at present in an unsatisfactory state, being practically cut off from the chances of advancement to highly paid appointments to which they could hope to aspire in the Punjab, and having received nothing to make up for this loss to their prospects, and the provincialization of this service on terms which shall offer some attraction to compare with service in the Punjab is a pressing necessity.

These large questions, however, cannot be taken up without careful and skilled investigation, and here the Province still labours under a heavy disability from the want of an Inspector-General of Education. Dr. Stein handed over charge in October 1905, and for four years now the Department has been without a head, and useful and necessary reforms are consequently delayed. It cannot be too strongly insisted upon that the Department requires thorough reorganization, and that for this the first necessity is the appointment of an Inspector-General of Education with some prospect of a prolonged tenure of the appointment.

3. Literature and the Press.

167. There were again 18 printing presses in the Province in the year under report, and only one newspaper which was published at Dera Ismail Khan.

4. Literary Societies.

(See page 72 of the Report for the period 9th November 1901 to 31st March 1903.)

CHAPTER VIII. ARCHÆOLOGY.

Museum.

168. The sculptures yielded by recent excavations at Takht-i-Bhai have now been classified and placed in cases for exhibition in the Peshawar Museum, the upper galleries of which are thus filled with a complete and valuable selection of Gandhara art. A popular hand-book of the same which will facilitate their study by the general public is in course of preparation.

Exploration.

169. The results of last year's excavations at Shahji-ki Dheri were disappointing, no definite evidence having been discovered to support the theory of M. Foucher that these mounds marked the site of the great stupa and monastery of King Kanishka.

Excavation was however continued, and soon some seated Buddha figures were discovered of so unusually large a size as to make it clear that the monument was something more than an ordinary shrine. Further excavations revealed the fact that the part on which work had been in progress was merely a projection to the south of the central portion of the main monument, which measures 286 feet in diameter, and is the largest known example of its class. By the discovery of the opposite corners of the stupa it was then possible to determine the exact centre, and so to make a search for the relics of Gautama Buddha, to enshrine which Kanishka is said to have constructed the stupa, and ultimately a small unadorned chamber was discovered in which rested a casket of copper alloy containing a sealed six-sided crystal reliquary in which the relics (three small fragments of bone) still rested. There seems to be no doubt that these are the original relics deposited by Kanishka, and they are possibly the first authentic relics of the Buddha hitherto found in India. There is a strong local feeling, especially among the Hindu community, against the removal of these relics from Peshawar.

CHAPTER IX. MISCELLANEOUS.

1. Ecclesiastical.

(See page 75 of the Report for the period 9th November 1901 to 31st March 1903.)

2. Civil Veterinary Department.

[Further details will be found in the Report of the Civil Veterinary Department, North-West Frontier Province, for 1908-09.]

170. During the year under report an additional staff of six Veterinary Assistants was sanctioned for the Province by the Government of India in order to provide a separate itinerating Veterinary Assistant in each of the districts and in the Mardan Sub-Division. The cadre of Veterinary Assistants has thus been raised to 26.

During the year one Veterinary Assistant was deputed to the Imperial Bacteriological Laboratory at Bareilly to undergo a course of training in inoculation. Arrangements were also made for the maintenance of one scholarship from each of the districts of Hazara, Peshawar, Kohat and Dera Ismail Khan at the Punjab Veterinary College, Lahore, from the 1st April 1909 to meet the recruiting needs of the Province.

171. 1,337 animals are reported to have died of contagious disease as *Disease*. against 1,220 last year. Amongst equine diseases were 28 cases of *surra*, 4 of glanders and 1 of anthrax.

Of bovine diseases rinderpest was the most fatal. Peshawar, Hazara, Dera Ismail Khan and the Kurram were attacked and the cases totalled 657, of which 403 proved fatal. Inoculation was resorted to in 13 outbreaks, 4,380 cattle being operated on, none of which died. This inoculation is becoming popular. Foot-and-mouth disease was also prevalent, 6,117 animals being attacked, of which 107 died. Haemorrhagic septicæmia with 482 cases and 422 deaths and black-quarter with 243 cases and 226 deaths were also found in most of the districts. 3,605 animals were vaccinated for black-quarter. 19 cases of anthrax were reported.

Amongst other animals there were 1,337 cases of contagious disease.

172. During the year four stud bulls were added to the existing number, but as one of them died, the number available at the close of the year was 14. The number of equine stallions maintained by Local Bodies remained unchanged; the number of mares covered by horse and pony stallions increased, while fewer were covered by donkey stallions. 12 additional Merino rams were obtained and 2 died, leaving 17 available; these rams are much appreciated where short-tailed sheep are indigenous, but they are unable to cover the "dumba" ewe.

173. A hospital was opened at Abbottabad during the year and a hospital was opened at Hangu. There are now 7 hospitals and 11 dispensaries in the Province. The number of animals treated during the last two years is shown below:—

	1907-08.	1908-09.
At hospitals	10,820	14,174
At dispensaries	6,388	7,175
By Veterinary Assistants on tour	6,059	12,185
Total ...	23,067	33,534

All treating is gratis.

Expenditure.

174. The departmental expenditure was Rs. 21,586 as against Rs. 40,957 last year.

Horse and Cattle Shows.

175. The Peshawar combined Horse and Cattle Show was widely advertised, and its popularity was enhanced by the grant of free fodder to competitors. It was a distinct improvement on previous Shows.

The system of holding a combined Show for Bannu and Dera Ismail Khan was abandoned, and each district now holds its own Show. The Dera Ismail Khan Show was very successful, and the Bannu Show fairly so, but the latter depended mainly on local exhibits and failed to attract cattle from the interior of the district. The Haripur Show was not up to the standard, and the hill cattle were not represented. Next year special classes will be allotted to this type of animal.

